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ABSTRACT

This report presents information about enrollment trends, student achievement, graduation rates, the teaching force, and school finances for elementary and secondary schools and higher education in New York State for the 1986-87 school year. Most of the data for elementary and secondary schools were drawn from the Basic Educational Data System (BEDS); data for postsecondary education was drawn from the Higher Education Data System (HEDS). Analysis reveals a bimodal public school system consisting of one largely suburban, white, affluent, and successful system; and one largely urban, minority, poor, and failing system. Topics covered include the following: (1) public education as a collaborative enterprise; (2) population characteristics; (3) enrollment trends; (4) course and program participation rates; (5) student performance; (6) attendance and high school completion; (7) postsecondary education and employment; (8) public school teachers and administrators; and (9) public school finance. Statistical data are included on 62 tables. A discussion of data sources and collection methods is also included. (FMW)

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A Report to the Governor and the Legislature on the Educational Status of the State's Schools

UD 026 630

The University of the State of New York • The State Education Department
Albany, New York 12234

Statewide Profile of the Educational System

THE BOARD OF REGENTS
THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT

MARTIN C. BARELL
CHANCELLOR

615 FIFTH AVENUE
NEW YORK, NEW YORK 10022

To the Governor and the Legislature of the State of New York:

Pursuant to Chapter 655 of the Laws of 1987, which added Section 215-a to the Education Law, I am pleased to present "New York: The State of Learning, A Report on the Educational Status of the State's Schools."

As required by the law, this report presents information about enrollment trends, student achievement, graduation rates, the teaching force, and school finances for the 1986-87 school year. The information presented in this report will assist the Governor and the Legislature in assessing the efficacy of the many educational programs supported by the State, and in working with the Board of Regents to support and improve the efforts of the schools in educating all of the people of New York State.

Respectfully submitted,

Martin C. Barell

MARTIN C. BARELL
Chancellor

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NEW YORK

The State of Learning

A Report to the Governor and
the Legislature
on the
Educational Status of the
State's Schools

STATEWIDE PROFILE OF THE EDUCATIONAL SYSTEM

The University of the State of New York/The State Education Department
Office for Policy Analysis and Program Accountability
Albany, New York 12234
January 1, 1989

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COMMISSIONER'S PREFACE: A HOUSE DIVIDED

"A house divided against itself cannot stand."

In its current, divided condition, New York State's public school system cannot serve the people well.

Perhaps more plainly than any document published by the New York State Education Department in the past, this report makes clear the dual nature of New York State's public school system. The picture which the report's data display is one of two contrasting systems -- one largely suburban, white, affluent, and successful; and the other largely urban, of color, poor, and failing. The many individual exceptions do not dispel the pattern. It is a situation which all people must view with alarm.

On the one hand, we have much of which to be proud. We have some of the finest schools in the nation, and some of the most successful students. Data contained in this report show that New York has significantly more than its share of National Merit Scholars, Westinghouse Science Talent Search winners, and Advanced Placement Examination writers. Many New York State students excel in academics, in the arts, in sports, in publications, and in other endeavors.

But on the other hand, the report also shows a dramatic pattern of school failure among a substantial portion of our student population. Thousands upon thousands of young people are not acquiring the skills and knowledge they need to function successfully in this society. Each year, thousands upon thousands drop out of school. Each year, thousands upon thousands are consigned to a socioeconomic underclass, where they face dismal personal lives and constitute a growing threat to the well-being of the total society.

This pattern of failure is concentrated chiefly in our large cities and in our impoverished rural areas. It is a pattern clearly associated with poverty and with race. The students whom our system fails are disproportionately poor and minority. (This picture may look even worse in the future, to the extent that we are able to collect and publish additional data disaggregated by socioeconomic background and by race.) And yet, these students most in need frequently lack access to an equitable share of the State's educational resources.

Ever since my appointment as Commissioner a year and a half ago, I have been warning of the crisis that impends in our failure to educate alarmingly large numbers of our children, particularly in our cities. As I said on the occasion of my appointment by the Board of Regents:

> A civilized people cannot tolerate this waste of human lives. Twenty years ago the Kerner Commission warned that we were becoming two societies, separate and unequal. The threat is just as real today.

I know that the Governor, many Legislators, the Board of Regents, and many others share this view. I hope this report will persuade still others to join us in our determination to improve learning outcomes for all of the elementary and secondary school students in our State.

* * *

This report is submitted pursuant to Section 215-a of the Education Law. Where practicable, data have been collected and reported as called for by the statute. In some instances the specified information is not yet available. The State Education Department is reviewing its data collection procedures to determine what additional data can be included in future editions of this annual report.

The Department welcomes suggestions for making the report an even more helpful document in the future.

Thomas Sobol

THOMAS SOBOL
President of The University
of the State of New York
and Commissioner of Education

December 30, 1988

BOARD OF REGENTS—REPORT TO GOVERNOR, PRESIDENT PRO TEM OF SENATE AND SPEAKER OF ASSEMBLY—EDUCATIONAL STATUS OF STATE'S SCHOOLS

Memoranda relating to this chapter, see Legislative and Executive Memoranda, post

CHAPTER 655

Approved and effective Aug. 5, 1987

AN ACT to amend the education law, in relation to providing for the annual submission by the regents of the university of the state of New York to the governor and the legislature of a report on the educational status of the schools

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

§ 1. Legislative findings. The legislature hereby finds that the state annually devotes extensive resources to education and that it is important to insure that such resources are spent effectively and efficiently. Accordingly, the legislature determines that the board of regents should submit to the governor, the president pro tem of the senate and the speaker of the assembly an annual report setting forth the educational status of the state's schools. This report will assist the governor and legislature in assessing the efficacy of the many educational programs supported by the state.

§ 2. The education law is amended by adding a new section two hundred fifteen-a to read as follows:

§ 215-a. Annual report by regents to governor and legislature

The regents of the university of the state of New York shall prepare and submit to the governor, the president pro tem of the senate, and the speaker of the assembly, not later than the first day of January, nineteen hundred eighty-nine and the first day of January of each year thereafter, a report concerning the schools of the state which shall set forth with respect to the preceding school year: enrollment trends; indicators of student achievement in reading, writing, mathematics, science and vocational courses; graduation, college attendance and employment rates; such other indicators of student performance as the regents shall determine; information concerning teacher and administrator preparation, turnover, in-service education and performance; and such other information as requested by the governor, the president pro tem of the senate, or the speaker of the assembly. To the extent practicable, all such information shall be displayed on both a statewide and individual district basis and by racial/ethnic group and gender. The regents are authorized to require school districts, boards of cooperative educational services and nonpublic schools to provide such information as is necessary to prepare the report. In preparing the report, the regents shall consult with other interested parties, including local school districts, teachers' and faculty organizations, school administrators, parents and students.

§ 3. This act shall take effect immediately.

NEW YORK: THE STATE OF LEARNING

A Report to the Governor and the Legislature on the Educational Status of the State's Schools

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SUMMARY OF MAJOR FINDINGS

Population Characteristics

- The demographics of the State's school-aged population are changing significantly. Students are more likely to be members of a racial/ethnic or language minority, to be from a low-income family, and to live in urban areas, compared to students of several decades ago.

Enrollment Trends

- The trend of declining public school enrollment experienced during the 1970s and 1980s is expected to reverse, resulting in an increasing number of students enrolled in the State's public school system. The number of students enrolled in the State's nonpublic schools is projected to continue declining through the early 1990s.

- The composition of the State's schools mirrors the demographics of the State's school-aged population, with racial/ethnic minority children segregated in schools with high concentrations of minority students and poor children concentrated in schools located in the Big 5 city districts of New York City, Buffalo, Rochester, Syracuse, and Yonkers.

Participation Rates

- Overall, female students participate in Regents mathematics and science courses at rates comparable to males.

- The general pattern for participation in Regents mathematics and science courses by Black and Hispanic students is that as the minority composition of public high schools increases, the percentage of students enrolled in such classes decreases.

- There is a significant overrepresentation of minority students, particularly Blacks, in ungraded self-contained special education programs operated by public school districts.

Student Performance

- The majority of the State's students are performing well. Almost 99 percent of candidates for graduation in 1986-87 met the requirements of the Regents Competency Tests. New York State students continue to be well represented in, and to perform commendably on, national programs of achievement such as the National Merit Scholarships, Advanced Placement examinations, the Westinghouse Science Talent Search and the College Board Achievement Tests.

- However, a significant number of students are not being well served by the educational system. These students are likely to be attending schools in the large urban areas and schools with high concentrations of Black and Hispanic students.

Attendance and High School Completion

- While the trend in the annual dropout rate for the State's public schools has shown improvement over the last five years, this statistic continues to remain highest for schools located in the Big 5 cities, for schools with high concentrations of minority students, and for schools with large proportions of students from low-income families.

- Students are more likely to drop out of school if they come from single-parent families and/or from backgrounds of low socioeconomic status. Substantially higher proportions of Black and Hispanic youth come from these backgrounds.

Postsecondary Education and Employment

- Three out of four high school graduates from New York State public schools pursue some form of postsecondary education. The college-going rate is highest among students attending New York City schools and lowest for students at schools located in the other Big 5 cities. In the large urban areas, students were less likely to attend a four-year institution as the minority composition of the public high school increased.

Public School Teachers and Administrators

- As a whole, New York State's teaching force is both highly credentialed and experienced, with an average 16 years of experience and most teachers having at least a master's degree.

- Classroom teaching continues to be a female-dominated profession, although males hold a significantly greater percentage of administrative leadership positions.

- Currently, minorities are significantly underrepresented among classroom teachers compared to the racial/ethnic composition of the students they teach. This is especially true in the Big 5 cities.

Public School Finance

- Between 1982-83 and 1986-87, substantial State aid increases totaling over $2.0 billion were enacted.

- For 1986-87, approximately $15.5 billion were expended to support elementary and secondary education in New York State. State aid accounted for 43.1 percent of this amount; localities, for 53.5 percent; and Federal aid, for the remaining 3.4 percent.

PUBLIC EDUCATION: A COLLABORATIVE ENTERPRISE

The operation of the public schools in New York State is a collaborative enterprise between the State and its localities. Key to this collaboration are the Governor and the Legislature, the Board of Regents, local boards of education, teachers, and parents. Each partner has an essential contribution to make and shares responsibility for the performance of our schools.

The Governor and Legislature

Annually, the Governor and Legislature determine the level of the State commitment to the schools through the appropriation of public funds. They establish the level of State funding, the ways in which the funds will be distributed to local school districts and, in many cases, the purposes for which the funds may be spent. They also enact legislation governing the operation of public schools, such as the compulsory attendance age and the length of the school year.

The Board of Regents and the Commissioner of Education

The stewardship of the State's public and nonpublic elementary and secondary schools is a fundamental responsibility of the Board of Regents. While the Regents hold many other important duties as the governing board of The University of the State of New York,[1] none is more primary. The quality of the education a developing child receives before the age of 18 years is a strong determinant of the life opportunities and the economic circumstances of that child.

The Regents and the Commissioner set standards for educational equity and excellence, and provide technical assistance to schools to meet those standards. Staff of the State Education Department, under the direction of the Regents and the Commissioner, monitor school and student performance to determine local compliance with law and regulation and to ensure that students are making satisfactory progress toward meeting State standards. Department staff also provide assistance to schools to promote educational excellence and equity.

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[1] Founded by the Legislature in 1784, The University of the State of New York is the nation's most comprehensive and unified educational system. It is composed of all public and nonpublic elementary and secondary schools, boards of cooperative educational services, 253 public and independent postsecondary institutions, 755 libraries, 329 museums, over 1,100 historical societies, 23 educational television and radio stations, and 31 licensed professions. Long-term planning and coordination of educational programs and the setting of broad policies and standards are the Regents main functions. The Board issues regulations governing the operation of many educational endeavors and charters all cultural institutions. The Regents also set standards for professional certification and licensure, and conduct disciplinary proceedings in all major licensed professions except law.

Local Boards of Education

Within the context of law and regulation established by the Legislature and the Regents, local boards of education carry out important policy making activities at the district level. Chief among their responsibilities, local boards submit budget proposals for local vote, authorize the hiring of staff, oversee the quality of instruction, supervise school improvement activities, and maintain the physical condition of school buildings.

Teachers and School Building Administrators

Teachers and administrators establish the environment of expectations and acceptable performance within the school building. Through what is taught and how it is taught, through daily interaction between students and adults, the principal and staff create a climate for learning and for moral and social growth.

Parents and Other Family Members

The family is the primary institution in our society responsible for children's development. It is vital in shaping a positive attitude toward education and in promoting the academic success of children. Parents and other family members can act as tutors to reenforce classroom instruction, as advocates for their children in dealings with schools, and as valuable resources in establishing the school's expectations for students and planning school programs and activities.

The Community

School and the home are not the only places where children learn. A community is a myriad of private and public associations, organizations, firms, and institutions that contribute, both formally and informally, to the education of the young. Business and industry, community organizations, churches and synagogues, professional societies, cultural institutions, human service agencies, and local media -- all must be committed to improving the quality of our educational system for the benefit of all children.

Other Governmental Agencies

The motivation and capacity to learn that children bring into the school building are largely determined by the conditions under which they live daily. It is difficult for school attendance, performance, and completion to be priorities for children whose lives are characterized by familial, social, and economic instability. Other State, regional, and local government agencies can contribute fundamentally to promoting educational opportunity through the provision of public assistance, health care, housing assistance, job training, economic development activities, and other services.

Local Control

While public education in New York State has long been a collaborative enterprise, the conduct of our schools has also been characterized by a strong tradition of local control over schools. This philosophy was expressed in the 1982 Court of Appeals decision in Levittown v. Nyquist:

> For all of the nearly two centuries that New York has had public schools, it has utilized a statutory system whereby citizens and the local level, acting as part of school district units containing people with a community of interest and a tradition of acting together to govern themselves, have made the basic decisions on funding and operating their own schools. Through the years, the people of this State have remained true to the concept that the maximum support of the public schools and the most informed, intelligent and responsive decision-making as to the financing and operation of those schools is generated by giving citizens direct and meaningful control over the schools that their children attend.

The Regents and the State Education Department fully support local initiative and control as an important characteristic of the State's educational system. However, to preserve local control while simultaneously pursuing educational equity and excellence, the Regents and local educators must enhance existing mechanisms for the fiscal and program accountability of schools. Greater accountability at the State and local levels will enable the Governor, the Legislature, and the public to understand more fully the challenges, needs, and successes of the State's schools and to continue their support for school improvement efforts.

POPULATION CHARACTERISTICS

A school building's student enrollment mirrors the demographics of the local community. In New York, several long-term population trends are significantly changing the demographic and socioeconomic characteristics of the children served by the public schools.[1]

While the State's population is increasing slightly, some population groups are growing at faster rates than others: the percentage of the State's minority population is increasing faster than the increase in the overall population. Currently, an estimated 17.8 million people reside in New York State; this number is expected to reach 18.5 million by the year 2000, reversing a downward trend experienced during the prior decade. Between 1960 and 1980, the percentage of nonwhite residents has more than doubled, from 8.9 percent to 20.5 percent. By the year 2000, minority persons are expected to comprise almost one-third of the State's population. **(Table 1)**

The growing share of the State's minority population is an important factor in anticipating students' needs and in planning educational services which take those needs into account. Between 1970 and 1980, the percentage of Black children (birth to 20 years old) increased from 13 percent to 16 percent; Hispanics, from 10 percent to 12 percent; and other minority children, from 1 percent to 3 percent, while the percentage of white children decreased from 76 percent to 69 percent. In New York City, the number of minority children grew faster and constituted a larger proportion of the population under 20 years old than in the State as a whole. In 1970, Black, Hispanic and other minorities comprised 49 percent of New York City's children; by 1980, their percentage had grown to 63 percent -- an increase of 14 percentage points, twice the increase of the minority population's share statewide. **(Table 2)**

Minorities are more likely than whites to be poor in New York State. Almost nine out of ten (87.6 percent) residents of all ages living in census tracts of extreme poverty[2] are either

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[1] The major sources for this discussion about population trends in New York State are: State of the Child in New York State published by the New York State Council on Children and Families (1988), 1986-87 New York State Statistical Yearbook published by the Nelson A. Rockefeller Institute of Government of SUNY, and the draft report New York's Children: Society At Risk, written by Schoggen and Schoggen and printed by the Rockefeller Institute of Government (1988).

[2] Census tracts reported in 1980 as having 40% or more of their residents living below the poverty line. For fuller analysis of the "geography of poverty," see James B. Welsh's

Black or Hispanic. While Blacks and Hispanics comprise 30 percent of the State's under-18-year-old population, they account for 57 percent of the State's poor children and 54 percent of its near-poor. Black and Hispanic children are also more likely to live in single-parent households than whites (50 percent of all Black children, 42 percent of all Hispanic children, and 13 percent of white children). Almost all of these single-parent households were headed by females (91 percent), and female-headed households are most at risk of living in poverty. In 1980, about 16 percent of New York families with children under 18 years old had incomes that fell below the poverty line. Among female single-parent families, the rate was 50 percent.

The number of New York State children living in poverty, regardless of race/ethnicity, is increasing. In 1969, one in ten New York State children lived in poverty. By 1980, the proportion had grown to one out of every five, and by 1985, to one in every four. In other words, in 1985 approximately 1.3 million children in New York State were living in poverty. This trend would suggest that almost four years later, in 1989, this number has very probably increased again.

Minority children and youngsters in female-headed households are not the only groups under 18 years old who are at risk of being poor. Children of high school dropouts are more likely to be poor than children of high school or college graduates. In census tracts of extreme poverty, only four out of ten adults were high school graduates, compared to more than seven out of ten adults residing in tracts with less than 20 percent poverty.

Of particular concern is the increasing number of homeless families and children in New York State.[3] Based on a 1987 survey of counties, the New York State Department of Social Services reported that 8,829 adults and 16,382 children were homeless during that year. The survey also determined that approximately 85 percent of the homeless lived in New York City. In July 1987, New York City sheltered an average of 5,060 families, including 12,303 children, each day. This represents a significant increase -- more than double the number of persons sheltered -- since December 1983, when the city sheltered 2,416 families and 5,824 children.

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report, "Characteristics of High Poverty Areas in New York State," (Albany, NY: New York State Department of Social Services, March 1988).

[3] Material for this discussion of homeless families and children was taken from the Comprehensive Homeless Assistance Plan developed through a State interagency effort and prepared by the New York State Department of Social Services, September, 1987.

More and more, homelessness is being viewed as a result of poverty rather than pathology. Certainly, substance abuse and physical or mental disabilities have caused many to become homeless; but the dramatic increases in the numbers of homeless people cannot be completely explained by social pathology or personal mismanagement. Three economic conditions offer at least a partial explanation: 1) a steady decrease in the availability of low-income housing; 2) a persistent rise in poverty, noted earlier; and 3) the failure of public assistance housing subsidies to keep pace with the increasing cost of housing.

Taken together, the above demographic trends account for a current school-aged population which is comprised increasingly of racial/ethnic minorities, limited-English-proficient children, the poor, and students from single-parent families -- both in absolute numbers and as percentages of the total enrollment. Evidence indicates that growing numbers of students fall into more than one of the above categories (e.g., both minority and poor or poor and from a single-parent family). This has profound implications for the educational system. The contemporary student population is significantly different from that of just a few decades ago.

TABLE 1

WHITE/NONWHITE POPULATION COUNTS AND PROJECTIONS

NEW YORK STATE

1960 - 2000

(In Thousands)

White/Nonwhite Population	Number of White/Nonwhite and Percent Nonwhite				
	Actual			Projected	
	1960	1970	1980	1990	2000
New York City	7,782	7,895	7,072	7,180	7,261
White	6,641	6,049	4,294	NA	NA
Nonwhite	1,141	1,846	2,778	NA	NA
Percent Nonwhite	(14.7%)	(23.4%)	(39.3%)		
Rest of State	9,000	10,346	10,486	10,843	11,288
White	8,647	9,789	9,666	NA	NA
Nonwhite	353	557	820	NA	NA
Percent Nonwhite	(3.9%)	(5.4%)	(7.8%)		
Total State	16,782	18,241	17,558	18,023	18,549
White	15,287	15,838	13,961	NA	NA
Nonwhite	1,495	2,403	3,597	NA	NA
Percent Nonwhite	(8.9%)	(13.2%)	(20.5%)		

SOURCE: SUNY Nelson A. Rockefeller Institute of Government, 1986-87 New York State Statistical Yearbook, 13th. Ed., 1987, Tables A-4, A-6, and A-10.

TABLE 2

RACIAL/ETHNIC DISTRIBUTION OF CHILDREN*

NEW YORK STATE

1970 - 1980

Racial/Ethnic Composition	1970		1980	
	Number	Percent	Number	Percent
New York City	2,599,180	100 %	2,102,434	100 %
White	1,317,475	51	768,298	37
Black	663,893	26	648,239	31
Hispanic	579,229	22	586,261	28
Other**	38,583	1	99,636	5
Rest of State	4,127,335	100	3,537,720	100
White	3,814,856	93	3,112,055	88
Black	224,007	5	259,413	7
Hispanic	66,516	2	111,335	3
Other**	21,956	1	54,917	2
Total State	6,726,515	100	5,640,154	100
White	5,132,331	76	3,880,353	69
Black	887,900	13	907,652	16
Hispanic	645,745	10	697,596	12
Other**	60,539	1	154,553	3

*Persons aged birth to 20 years old.

**Includes Asians, Pacific Islanders, Native Americans, Eskimos, Aleuts and others.

SOURCE: NYS Council on Children and Families, State of the Child in New York State, 1988, Table 3, p. 37.

ENROLLMENT TRENDS

During the 1987-88 school year, New York State's public and nonpublic schools enrolled almost 3.05 million students. The 2.55 million public school students attended classes in 3,921 schools located in 719 different local school districts and 41 BOCES districts.[1] The remaining 503,700 students attended 2,255 nonpublic schools. The vast majority of these schools operated with religious affiliations, nearly two-thirds being Roman Catholic.

Trends in public school enrollments mirror the trends in the overall State population. Like the State's population, total public school enrollment (grades K-12) during the 1970's and the first half of the 1980's declined 26.4 percent, from 3.49 million in 1970-71 to 2.55 million in 1987-88. This overall trend is expected to continue until the end of the decade, when a reversal of the decline is anticipated. By 1991-92, the total enrollment will have recovered to 2.58 million as the growth of the State's elementary school-aged population, which began in 1986-87, continues.

Nonpublic school enrollments have also been declining during the 1970's and 1980's, but at a rate greater than public school enrollments. Between Fall 1970 and Fall 1987, nonpublic school enrollments decreased from 787,900 to 503,700. Yet, unlike public school projections, nonpublic school enrollments are expected to continue the downward trend into the 1990's and to be approximately 459,100 by 1991-92. The nonpublic school share of the statewide enrollment has diminished from 18.4 percent in 1970 to 16.5 percent in 1987 and is anticipated to be 15.1 percent by 1991. **(Table 3A)**

As in the State's overall population, minority children comprise an increasing percentage of the total public school enrollment. Between 1970 and 1987 the percentage of minority enrollments[2] increased from one-quarter (25.4 percent) to more than one-third (38.3 percent) statewide. The 506,100 Black students attending public schools in 1987-88 accounted for 19.8 percent of the statewide enrollment, compared to 15.5 percent of enrollment in 1970-71. The 371,200 Hispanic students represented

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[1] Boards of Cooperative Educational Services are intermediate educational units which provide a variety of educational programs to students of component, or member, local school districts. The services generally provided are those which would be prohibitive in cost for a single district to operate or for which a single district would not have sufficient enrollment.

[2] Includes Blacks, Hispanics and other minorities who are American Indians, Alaskan Natives, Asians and Pacific Islanders.

14.6 percent of total enrollments in 1987-88, compared to 9.1 percent in 1970-71. The 98,000 students from other minority backgrounds represented 3.9 percent of the 1987-88 statewide enrollment, compared to 0.8 percent in 1970-71. The increase in minority enrollments has been even greater for the Big 5 districts during this period: New York City from 61.7 percent to 79.5 percent and the other Big 5 districts from 34.0 percent to 57.7 percent. **(Tables 3B and 4B)**

The public school enrollment has also become more urban over the past 17 years. Of all public school students in 1970-71, almost one-third (32.5 percent) attended school in New York City and 37.5 percent attended public schools in the Big 5 districts. By 1987-88, these percentages increased to 36.6 percent for New York City and 41.1 percent for the Big 5 districts. Throughout the same period, the majority of nonpublic school students also attended schools in the Big 5 cities: 61.2 percent in 1970-71 and 60.9 percent in 1987-88. **(Table 4A)**

The urbanization of the State's public school population has important ramifications because of the concentrations within the State's larger urban areas of students who are minority, poor and limited English proficient. These are the very students whom schools are traditionally less successful in educating. The demographic trends strongly suggest that the numbers of these children in our cities, and therefore in urban classrooms, will continue to increase, both in absolute numbers and as percentages of the total student population.

Minority enrollment, which is increasing statewide, is largely concentrated in the Big 5 cities. In 1987-88, New York City enrolled 676,200 Black and Hispanic students. This is more than three-quarters (77.1 percent) of the State's Black and Hispanic enrollment. The other Big 5 cities enrolled an additional 7.2 percent of the State's Black and Hispanic students. In other words, almost 84.3 percent of these public school students attended classes in our large cities. **(Table 5)**

Students with limited English proficiency are also concentrated in the Big 5 cities. In 1987-88, 11.0 percent of New York City's students and 5.5 percent of the other Big 5 districts' students were identified as limited English proficient. This compares to only 1.1 percent for the rest of the State's school districts. There is some evidence, however, that the number of limited English proficient students may in fact be greater. The 1980 census indicated that 17.0 percent of the State's school-aged population does not speak English at home. In 1985, 43.0 percent of all those entering kindergarten in New York City public schools were language minority students.[3] **(Table 6)**

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[3] Task Force of the New York State Dropout Problem, Dropping Out of School in New York State: The Invisible People of Color, (Albany: African American Institute of SUNY, 1987), p. 7.

The concentration of Black and Hispanic students in urban areas translates to a further concentration of these students in highly segregated schools. During the past decade, approximately 60 percent of all the State's Black and Hispanic students attended schools with extremely high concentrations of these racial/ethnic groups (80 percent to 100 percent minority). This statistic has remained relatively stable between Fall 1975 and Fall 1987; a small decreasing trend between Fall 1975 and Fall 1980 has since been reversed. During this same period, the percentage of school buildings with 80 percent or more minority enrollments[4] has consistently increased, from 13.8 percent of all buildings in Fall 1975 to 14.9 percent in Fall 1980 and to 16.9 percent in Fall 1987.[5] **(Table 7)**

Poverty among children is also concentrated in the large cities. In New York City during 1987-88, approximately two out of five students (43.0 percent) attended schools where children from low-income families accounted for 40 percent or more of the enrollment. Almost half (48.0 percent) of students in the other Big 5 districts attended such schools. These figures compare with only 4.0 percent for the remaining districts. In view of the U. S. Department of Education's study on ECIA Chapter 1,[6] which found that the concentration of poor children within a school is highly correlated with lower overall academic achievement for students within that building, the above statistic signals an enormous educational challenge for the State's large urban school districts. **(Table 8)**

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[4] Minority enrollment includes only Black and Hispanic students.

[5] Statistics concerning the degree of racial/ethnic segregation in schools must be interpreted within an appropriate context. Schools, by design and tradition, are locally-based institutions. As such, schools usually reflect the racial/ethnic composition of the population residing in their local community. Therefore, school segregation often reflects the larger issue of racial/ethnic isolation of communities.

[6] U. S. Department of Education, Poverty, Achievement and the Distribution of Compensatory Education Services, (Washington, D. C.: U. S. Department of Education, 1986).

TABLE 3A

ELEMENTARY AND SECONDARY PUBLIC AND NONPUBLIC SCHOOL ENROLLMENT

NEW YORK STATE

1970-71 TO 1991-92

Sector/Grade Grouping	1970-71	1980-81	1985-86	1986-87	1987-88	1989-90*	1991-92*
Total	4,277,098	3,418,257	3,116,394	3,084,330	3,054,286	3,006,796	3,039,692
K-6	2,402,858	1,716,317	1,620,826	1,632,831	1,648,155	1,670,088	1,706,686
7-12	1,874,240	1,701,940	1,495,568	1,451,499	1,406,131	1,336,708	1,333,006
Public	3,489,245	2,838,393	2,584,270	2,567,292	2,550,609	2,531,043	2,580,555
K-6	1,939,976	1,384,286	1,311,762	1,330,432	1,350,577	1,384,098	1,426,589
7-12	1,549,269	1,454,107	1,272,508	1,236,860	1,200,032	1,146,945	1,153,966
Nonpublic	787,853*	579,864	532,124	517,038	503,677	475,753	459,137
K-6	462,882*	332,031	309,064	302,399	297,578	285,990	280,097
7-12	324,971*	247,833	223,060	214,639	206,099	189,763	179,040
Nonpublic Enrollment As a Percent of Total	18.4%	17.0%	17.1%	16.8%	16.5%	15.8%	15.1%

*Estimated.

TABLE 3B

PUBLIC AND NONPUBLIC SCHOOL ENROLLMENT BY LEVEL AND RACIAL/ETHNIC GROUP

NEW YORK STATE

FALL 1986 AND FALL 1987

Sector/Level	Fall 1986					Fall 1987				
	Black	Hispanic	Other Minority	White	Total	Black	Hispanic	Other Minority	White	Total
Public										
K-6	260,232	208,877	48,294	813,029	1,330,432	267,126	212,408	50,915	820,128	1,350,577
7-12	240,390	158,246	46,696	791,528	1,236,860	239,008	158,822	47,351	754,851	1,200,032
Total	500,622	367,123	94,990	1,604,557	2,567,292	506,134	371,230	98,266	1,574,979	2,550,609
Nonpublic										
K-6	45,738	35,501	10,415	210,745	302,399	45,149	35,348	10,610	206,471	297,578
7-12	25,969	22,410	6,463	159,797	214,639	25,290	22,364	6,829	151,616	206,099
Total	71,707	57,911	16,878	370,542	517,038	70,439	57,712	17,439	358,087	503,677
Public and Nonpublic										
K-6	305,970	244,378	58,709	1,023,774	1,632,831	312,275	247,756	61,525	1,026,599	1,648,155
7-12	266,359	180,656	53,159	951,325	1,451,499	264,298	181,186	54,180	906,467	1,406,131
Total	572,329	425,034	111,868	1,975,099	3,084,330	576,573	428,942	115,705	1,933,066	3,054,286

*Other minority includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 4A
ENROLLMENT TRENDS IN PUBLIC AND NONPUBLIC SCHOOLS
NEW YORK STATE
1970 - 1987

Sector/Location	Fall 1970	Fall 1980	Fall 1985	Fall 1987
Public				
New York City	1,135,298	941,159	931,246	933,206
Other "Big 5" Cities*	174,611	124,736	116,216	114,644
Rest of State	2,179,336	1,794,476	1,536,808	1,502,759
Total State	3,489,245	2,860,371	2,584,270	2,550,609
Nonpublic				
New York City	411,219	312,913	308,319	279,337
Other "Big 5" Cities*	68,737	36,951	32,800	27,192
Rest of State	304,102	230,000	232,507	197,148
Total State	784,058	579,864	573,626	503,677
Public and Nonpublic				
New York City	1,546,517	1,254,072	1,239,565	1,212,543
Other "Big 5" Cities*	243,348	161,687	149,016	141,836
Rest of State	2,483,438	2,024,476	1,769,315	1,699,907
Total State	4,273,303	3,440,235	3,157,896	3,054,286

*Buffalo, Rochester, Syracuse and Yonkers.

TABLE 4B
ENROLLMENT TRENDS BY RACIAL/ETHNIC GROUP
NEW YORK STATE
1970-1987

Sector/Location	Fall 1970				Fall 1980				Fall 1985				Fall 1987			
	Black	Hispanic	Other Minority*	White	Black	Hispanic	Other Minority*	White	Black	Hispanic	Other Minority*	White	Black	Hispanic	Other Minority*	White
Public																
New York City	34.5%	25.7%	1.5%	38.3%	38.6%	30.4 %	4.1%	26.9%	38.1%	33.6 %	6.2%	22.0%	38.5%	34.0%	7.0%	20.5%
Other "Big 5" Cities**	30.5	2.9	0.6	66.2	40.6	7.3	2.1	50.0	42.9	9.7	2.3	45.1	44.3	11.0	2.4	42.3
Rest of State	4.4	0.9	0.4	94.3	5.9	2.0	1.1	91.0	6.3	2.5	1.7	89.5	6.4	2.8	2.0	88.8
Total State	15.5	9.1	0.8	74.6	18.2	11.6	2.1	68.1	19.4	14.0	3.3	63.3	19.8	14.6	3.9	61.7
Nonpublic																
New York City	7.9%	11.4%	0.7%	80.0%	15.9%	16.0 %	3.0%	65.2%	18.5%	16.7 %	4.3%	60.5%	18.8%	17.9%	4.5%	58.8%
Other "Big 5" Cities**	7.7	2.0	0.3	90.0	15.5	3.5	1.4	79.6	16.8	5.0	2.4	75.9	16.1	5.3	2.6	76.0
Rest of State	1.8	1.3	0.6	96.3	5.0	1.7	1.6	91.7	6.2	3.0	1.9	88.9	6.8	3.3	2.1	87.8
Total State	5.5	6.7	0.6	87.2	11.6	9.5	2.3	76.6	13.5	10.9	3.1	72.5	14.0	11.5	3.4	71.1
Public and Nonpublic																
New York City	27.4%	21.9%	1.4%	49.3%	32.9%	26.8 %	3.9%	36.4%	33.3%	29.4 %	5.7%	31.6%	34.0%	30.3%	6.4%	29.3%
Other "Big 5" Cities**	23.9	2.6	0.6	72.9	34.9	6.4	2.0	56.8	37.2	8.6	2.3	51.8	39.0	9.9	2.4	48.7
Rest of State	4.1	0.9	0.4	94.5	5.8	2.0	1.2	91.1	6.3	2.6	1.7	89.4	6.5	2.8	2.0	88.7
Total State	13.7	8.6	0.7	77.0	17.0	11.2	2.2	69.6	18.4	13.5	3.3	64.8	18.9	14.0	3.8	63.3

*Other minority includes American Indian, Alaskan Native, Asian and Pacific Islander.

**Buffalo, Rochester, Syracuse and Yonkers.

TABLE 5

RACIAL/ETHNIC DISTRIBUTION OF PUBLIC SCHOOL STUDENTS

NEW YORK STATE

1987-88

Location	Enrollment K - 12	Black (Not Hispanic Origin)		Hispanic[a/]		American Indian, Alaskan Native, Asian or Pacific Islander		White (Not Hispanic Origin)	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
"Big Five" Cities									
Buffalo	44,420	21,479	48.4%	3,089	7.0%	1,010	2.2%	18,842	42.4%
New York	933,206	359,288	38.5	316,950	34.0	65,623	7.0	191,345	20.5
Rochester	31,875	17,146	53.8	4,155	13.0	909	2.9	9,665	30.3
Syracuse	20,751	7,409	35.7	523	2.5	368	1.8	12,451	60.0
Yonkers	17,566	4,841	27.6	4,795	27.3	445	2.5	7,485	42.6
Total "Big Five"	1,047,818	410,163	39.2	329,512	31.4	68,355	6.5	239,788	22.9
Rest of State	1,502,791	95,971	6.4	41,718	2.8	29,911	2.0	1,335,191	88.8
TOTAL STATE	2,550,609	506,134	19.8%	371,230	14.6%	98,266	3.9%	1,574,979	61.7%

[a/] "Hispanic" includes Mexican, Central American, South American, Cuban, Puerto Rican, Latin American or other Spanish-speaking origin.

TABLE 6

PERCENT OF PUBLIC SCHOOL STUDENTS WITH LIMITED ENGLISH PROFICIENCY

NEW YORK STATE

1987-88

Location	Percent with Limited English Proficiency
New York City	11.0 %
Other "Big 5" Cities*	5.5
Rest of State	1.1
Total State	4.9

*Buffalo, Rochester, Syracuse and Yonkers.

Limited English Proficiency = Pupils who, by reason of foreign birth or ancestry, speak a language other than English and either: (1) understand and speak little or no English; or (2) score below the statewide reference point or the 23rd percentile on an English language assessment instrument approved by the Commissioner [154.2(a) of the Commissioner's Regulations].

TABLE 7

NUMBER OF SCHOOLS AND NUMBER AND PERCENT OF MINORITY* STUDENTS IN PUBLIC SCHOOLS OF DIFFERING RACIAL COMPOSITION

NEW YORK STATE

Fall 1975 to Fall 1987

Year/Racial Composition of Schools (Percent Minority)	Number of Schools	Number of Minority Students	Percent of Minority Students in State
Fall 1975			
0 - 19 %	3,110	75,743	8.2%
20 - 39	384	102,889	11.1
40 - 59	189	88,960	9.6
60 - 79	150	89,893	9.7
80 - 100	595	565,550	61.4
Fall 1980			
0 - 19 %	2,752	61,409	7.3%
20 - 39	365	83,998	9.9
40 - 59	252	109,018	12.9
60 - 79	156	91,573	10.8
80 - 100	618	500,973	59.1
Fall 1987			
0 - 19 %	2,466	53.391	6.1 %
20 - 39	338	68,232	7.8
40 - 59	293	118,930	13.6
60 - 79	190	108,303	12.3
80 - 100	634	528,508	60.2

*Minority includes only Black and Hispanic students.

TABLE 8

DISTRIBUTION OF PUBLIC SCHOOL STUDENTS BY POVERTY STATUS OF SCHOOL

NEW YORK STATE

1987-88

Location/Poverty Status of School	Percent of Students
New York City	
0 - 20 Percent	32%
21 - 40 Percent	25
41 - 60 Percent	24
61 - 80 Percent	13
81-100 Percent	6
Other Large Cities*	
0 - 20 Percent	7%
21 - 40 Percent	45
41 - 60 Percent	28
61 - 80 Percent	17
81-100 Percent	3
Rest of State	
0 - 20 Percent	81%
21 - 40 Percent	15
41 - 60 Percent	3
61 - 80 Percent	1
81-100 Percent	0
Total State	
0 - 20 Percent	60%
21 - 40 Percent	20
41 - 60 Percent	11
61 - 80 Percent	6
81-100 Percent	3

Poverty Status = Percent of students who are members of families whose primary means of support is a public welfare program.

*Buffalo, Rochester, Syracuse and Yonkers.

PARTICIPATION RATES

The changing composition of the State's school system brings into sharp focus issues of educational equity. It is essential for any school improvement effort to examine the efficiency of schools in providing all students -- regardless of race, ethnicity, gender, or handicapping condition -- not only the opportunity to participate in the widest range of quality educational programs, but also the support and resources needed to participate successfully and to complete those programs. For the purposes of this report, equity in participation rates for certain courses of study will be determined by the degree to which a specific student subpopulation participates in given courses compared to its share of the overall enrollment.

Science and Mathematics

Contrary to common perceptions, females, with few exceptions, are not consistently underrepresented in Regents science and mathematics courses. In fact, females generally participate at levels comparable to their share of the school-aged population.[1] Exceptions to this trend are Regents biology and physics. Females attending public schools are consistently underrepresented in Regents physics courses, ranging from 10 to 20 percentage points depending on where the school is located. In Regents biology, females are somewhat overrepresented, from two to ten percentage points. Gender differences in participation rates for Regents biology tend to be greater for nonpublic than for public schools, with females generally overrepresented especially in the nonpublic schools located in the Big 5 cities.[2] There are no significant discrepancies in the participation rates for public school Regents mathematics courses, although females are marginally underrepresented in precalculus courses. **(Tables 9 and 10)**

The participation patterns of minorities in Regents science and mathematics courses show significant underrepresentation. In fact, as the minority composition[3] of public high schools increases, the percentage of students who participate in these courses decreases. In schools across the State with minority concentrations of 61 percent to 80 percent, less than one-quarter of the students participate in Regents science courses. In schools with minority concentrations of more than 80 percent, the participation rate is only 9 percent statewide. For Regents science courses, the participation rates are lower in Big 5 schools with more than 60 percent minority composition than they are in schools in the remainder of the State with comparable minority composition. For schools with minority concentrations greater than 80 percent, participation rates are extremely low. In New York City, the rate of participation in Regents science courses is only 9.0 percent. In the remaining Big 5 districts, the average number of participating minorities is so low that it is recorded as 0.0 percent. **(Tables 11 and 12)**

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[1] The 1980 census documented the New York State school-aged population as 51% male and 49% female.

[2] A partial explanation for this apparent overrepresentation is that a vast majority of nonpublic high schools in the Big 5 cities are girls' schools.

[3] Minority enrollments include Black and Hispanic students only.

Participation rates for minorities in Regents mathematics courses are similar, although somewhat higher, with decreasing rates among schools with increasing minority composition. However, for Regents mathematics courses, the participation rates for urban students attending schools with minority composition greater than 80 percent are higher than for schools located outside the big cities with comparable minority composition.

Special Education

Over the past five years, the number of students classified as educationally handicapped has remained virtually constant. New York State is no longer experiencing significant growth in the number of pupils being identified as educationally handicapped. The number of pupils with handicapping conditions represents approximately 6.2 percent of the State's total public school enrollment. This percentage is somewhat lower than the national average of 6.5 percent of state enrollments.

Year	Number of Ed. Handicapped Students[4]
1983-84	279,854
1984-85	288,517
1985-86	288,950
1986-87	287,673
1987-88	288,363

SOURCE: NYSED, Office for the Education of Children with Handicapping Conditions, 1988

Of the students aged 3 to 21 years old with handicapping conditions included in the State Education Department's database, approximately 92 percent receive services through programs operated by public agencies including local school districts and State agencies such as Office of Mental Retardation and Developmental Disabilities (OMRDD), Office of Mental Health (OMH), Division for Youth (DFY), and Division of Probation. The remaining 8 percent are placed by public agencies in private programs, where they remain the responsibility of those public agencies.

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[4] Children and youth between the ages of birth and 21 years.

Of children served in special education programs operated by local public school districts during 1987-88, minorities are overrepresented in those programs which utilize self-contained classrooms.[5] While whites comprise 61.6 percent of the statewide grade K-6 enrollment, they represent only 39.2 percent of the enrollments in special education ungraded classes.[6] Conversely, minority students comprise 38.4 percent of total elementary school enrollments and 60.8 percent of the enrollments in special education ungraded classes. At the secondary level these discrepancies are even greater. While minorities comprise a smaller percentage of the overall enrollments in grades 7-12 (35.3 percent) than they do in the elementary grades (38.4 percent), they represent a greater percentage of the enrollments in secondary special education ungraded classes (70.8 percent) than in such classes in the elementary grades (60.8 percent).

An examination of special education participation rates for different minority groups indicates that overrepresentation of Blacks is the greatest. The percentage of Blacks in elementary special education ungraded classes is 16.6 points higher than their percentage of overall enrollment. At the secondary level, there is a difference of 23.0 percentage points. Hispanics, as a group, are also overrepresented by 8.4 percentage points at the elementary level and 15.2 points in the secondary grades. Other minorities participate in ungraded special education classes at a rate lower than their share of the overall elementary and secondary enrollments.

The overrepresentation of minorities in ungraded special education classes is a continuing phenomenon for the State's schools. Data from 1975-76 demonstrate that Black students were overrepresented in ungraded elementary special education classes by 17.8 percentage points and in ungraded secondary special education classes by 24.2 points. Hispanics were also overrepresented in ungraded special education classes by 7.8 percentage points in the elementary grades and 10.4 points in the secondary grades. Comparing the 1975-76 and the 1987-88 data, it appears that there has been a slight decrease in the overrepresentation of Blacks and an increase in the overrepresentation of Hispanics. **(Table 13)**

Statistics clearly demonstrate the overrepresentation of Blacks and Hispanics in ungraded self-contained special education classrooms. It is unclear to what degree discriminatory assessment and referral policies, practices, and instruments contribute to the situation. It is also unknown to what extent teachers and administrators assign students to ungraded special education classes in order to ensure that the students receive needed small group or individualized instruction, academic remediation, and support services which would not otherwise be available for the students. In addition, it is unknown to what extent the increased incidence of disabilities known to occur from certain socioeconomic conditions and environmental factors contributes to a higher incidence of minority placements in special education. For example, inadequate prenatal care results in a higher incidence of birth defects and other disabilities.

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[5] Data used in this discussion are based on statewide aggregated statistics. It is important to examine the data at the district and school building levels to understand fully the implications of the statewide data.

[6] Totals do not add to 100.0% due to rounding.

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Occupational Education

Minorities are somewhat overrepresented in occupational education programs. Minorities comprise 38.4 percent of the statewide grade 7-12 enrollment, but 47.0 percent of the occupational education enrollments. In contrast, whites are underrepresented, with 64.7 percent of the overall enrollment and 53.0 percent of occupational education program enrollments. The discrepancies in these rates among the various minority groups are: Blacks +8.7 points, Hispanics +3.5 points, and other minorities -0.1 point. **(Table 14)**

Prekindergarten Programs

During the period between 1975-76 and 1987-88, enrollment in prekindergarten programs operated by public and nonpublic schools experienced significant expansion. In 1975-76, approximately 24,200 children, or 9.0 percent of the State's 4-year-old population, were enrolled in these programs. Twelve years later, the number of children enrolled increased to 63,600, more than a quarter (26.1 percent) of the State's 4-year-old population. The enrollment almost tripled for New York City programs (from 8,600 to 25,200) and more than doubled for the remaining programs (from 15,600 to 38,400) during this period.

Trends in the racial/ethnic composition of prekindergarten enrollments demonstrate that minority students (Blacks, Hispanics and other minorities) constitute a larger share of the New York City program enrollments in 1987-88 than in 1975-76: 42.9 percent compared to 36.9 percent. The trend for the remaining programs across the State is the reverse, with minority students representing a smaller percentage of total enrollments currently than they did twelve years ago: 20.3 percent in 1987-88, compared to 26.4 percent in 1975-76. Most of the difference observed during the period is due to changes in the participation rates of Black 4-year-old children. **(Table 15)**

TABLE 9

PARTICIPATION OF MALE AND FEMALE HIGH SCHOOL STUDENTS* IN REGENTS SCIENCE COURSES

NEW YORK STATE

1988

Course	Earth Science		Biology		Chemistry		Physics	
	Male	Female	Male	Female	Male	Female	Male	Female
Public								
New York City	48%	52%	45%	55%	48%	52%	57%	43%
Other "Big 5" Cities**	47	53	46	54	49	51	55	45
Rest of State	49	51	49	51	52	48	60	40
Total State	49	51	48	52	51	49	59	41
Nonpublic								
New York City	45%	55%	42%	58%	45%	55%	56%	46%
Other "Big 5" Cities**	38	62	32	68	39	61	45	55
Rest of State	51	49	50	50	52	48	61	39
Total State	48	52	45	55	48	52	58	42
Public and Nonpublic								
New York City	47%	53%	44%	56%	47%	53%	56%	44%
Other "Big 5" Cities**	45	55	43	57	46	54	53	47
Rest of State	49	51	49	51	52	48	60	40
Total State	49	51	47	53	50	50	59	41

*Students in Grades 9-12.

**Buffalo, Rochester, Syracuse and Yonkers.

TABLE 10

PARTICIPATION OF MALE AND FEMALE HIGH SCHOOL STUDENTS* IN REGENTS MATHEMATICS COURSES AND PRECALCULUS

NEW YORK STATE

1988

Course	Course I		Course II		Course III		Precalculus	
	Male	Female	Male	Female	Male	Female	Male	Female
Public								
New York City	49%	51%	52%	48%	49%	51%	49%	51%
Other "Big 5" Cities**	50	50	50	50	49	51	53	47
Rest of State	49	51	49	51	51	49	53	47
Total State	49	51	49	51	50	50	53	47
Nonpublic								
New York City	43%	57%	44%	56%	42%	58%	50%	50%
Other "Big 5" Cities**	33	67	33	67	38	62	25	75
Rest of State	50	50	51	49	53	47	55	45
Total State	46	54	46	54	46	54	52	48
Public and Nonpublic								
New York City	48%	52%	50%	50%	47%	53%	50%	50%
Other "Big 5" Cities**	48	52	47	53	46	54	47	53
Rest of State	49	51	49	51	51	49	54	46
Total State	49	51	49	51	50	50	53	47

*Students in Grades 9-12.

**Buffalo, Rochester, Syracuse and Yonkers.

TABLE 11

DISTRIBUTION OF PUBLIC HIGH SCHOOL PARTICIPATION RATES IN REGENTS SCIENCE COURSES BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1987-88

Location/Minority Composition of School	Average (Median) Participation Rate	Percent of Schools Having		
		Low Rate	Median Rate	High Rate
New York City				
0 - 20 Percent	.400	20%	60%	20%
21 - 40 Percent	.450	38	25	37
41 - 60 Percent	.400	24	40	36
61 - 80 Percent	.225	83	11	6
81-100 Percent	.090	94	4	2
Total	.210	70	17	13
Other Large Cities*				
0 - 20 Percent	**	**	**	**
21 - 40 Percent	.390	33%	45%	22%
41 - 60 Percent	.170	81	13	6
61 - 80 Percent	.200	91	9	0
81-100 Percent	.000	100	0	0
Total	.205	76	17	7
Rest of State				
0 - 20 Percent	.450	11%	54%	35%
21 - 40 Percent	.340	29	67	4
41 - 60 Percent	.320	62	38	0
61 - 80 Percent	.250	67	33	0
81-100 Percent	.190	75	13	13
Total	.450	14	53	33
Total State				
0 - 20 Percent	.450	11%	54%	35%
21 - 40 Percent	.365	33	48	19
41 - 60 Percent	.325	50	32	18
61 - 80 Percent	.215	84	13	3
81-100 Percent	.090	93	5	2
Total	.420	25	46	29

*Buffalo, Rochester, Syracuse and Yonkers.

**No high schools in this category.

Participation Rate = Enrollment in Regents science courses divided by Grade 9-12 Enrollment
Low Rate=less than .330
Medium Rate=.330 - .499
High Rate=.500 and higher

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment (Grades 9-12).

TABLE 12

DISTRIBUTION OF PUBLIC HIGH SCHOOL PARTICIPATION RATES IN REGENTS MATHEMATICS COURSES BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1987-88

Location/Minority Composition of School	Average (Median) Participation Rate	Percent of Schools Having		
		Low Rate	Median Rate	High Rate
New York City				
0 - 20 Percent	.510	20%	20%	60%
21 - 40 Percent	.455	19	31	50
41 - 60 Percent	.420	24	36	40
61 - 80 Percent	.350	45	33	22
81-100 Percent	.220	73	20	7
Total	.320	51	26	23
Other Large Cities*				
0 - 20 Percent	**	**	**	**
21 - 40 Percent	.490	11%	44%	45%
41 - 60 Percent	.265	69	25	6
61 - 80 Percent	.280	64	36	0
81-100 Percent	.200	67	33	0
Total	.310	55	33	12
Rest of State				
0 - 20 Percent	.440	16%	54%	30%
21 - 40 Percent	.380	33	48	19
41 - 60 Percent	.340	38	54	8
61 - 80 Percent	.400	0	67	33
81-100 Percent	.140	100	0	0
Total	.430	18	53	29
Total State				
0 - 20 Percent	.440	16%	54%	30%
21 - 40 Percent	.420	24	41	35
41 - 60 Percent	.360	41	37	22
61 - 80 Percent	.340	47	37	16
81-100 Percent	.220	75	19	6
Total	.420	25	48	27

*Buffalo, Rochester, Syracuse and Yonkers.

**No high schools in this category.

Participation Rate = Enrollment in Regents mathematics courses divided by Grade 9-12 Enrollment
Low Rate=less than .330
Medium Rate=.330 - .499
High Rate=.500 and higher

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment (Grades 9-12).

TABLE 13

PERCENT DISTRIBUTION OF PUBLIC SCHOOL ENROLLMENT BY RACIAL/ETHNIC GROUP, LOCATION AND LEVEL

NEW YORK STATE

FALL 1975 TO FALL 1987

Year and Racial/Ethnic Group	New York City				Other Large Cities*				Rest of State				Total State			
	K-6	UGE**	7-12	UGS**	K-6	UGE**	7-12	UGS**	K-6	UGE**	7-12	UGS**	K-6	UGE**	7-12	UGS**
Fall 1975																
Black (Not Hispanic)	36.9%	43.2%	36.9%	47.0%	36.9%	43.4%	33.9%	55.1%	5.2%	20.0%	4.4%	19.4%	17.0%	34.8%	15.8%	40.0%
Hispanic	30.6	31.0	25.9	28.0	6.0	5.0	4.9	5.0	1.5	4.6	1.3	3.1	11.2	19.0	9.1	19.5
Other Minority***	2.3	0.7	2.3	0.5	1.8	1.4	1.0	0.7	0.8	0.4	0.5	0.5	1.3	0.7	1.1	0.5
White (Not Hispanic)	30.2	25.1	34.9	24.5	55.3	50.2	60.2	39.2	92.5	75.0	93.8	77.0	70.5	45.5	74.0	40.0
Fall 1980																
Black (Not Hispanic)	36.1%	44.0%	39.9%	49.6%	41.2%	46.1%	38.6%	53.9%	5.7%	18.1%	5.3%	21.6%	17.1%	36.0%	17.7%	44.0%
Hispanic	33.3	34.8	27.5	29.6	7.8	7.8	6.8	6.5	2.0	4.1	1.7	4.7	12.4	23.0	10.1	22.4
Other Minority***	4.6	1.0	4.0	0.7	2.6	1.1	1.6	0.7	1.4	0.7	0.8	0.6	2.5	0.9	1.9	0.7
White (Not Hispanic)	26.0	20.2	28.6	20.1	48.4	45.0	53.0	38.9	90.9	77.1	92.2	73.1	68.0	40.1	70.3	32.9
Fall 1987																
Black (Not Hispanic)	36.8%	46.0%	38.9%	48.0%	44.0%	51.5%	43.5%	51.1%	6.2%	17.9%	5.9%	20.7%	19.1%	35.7%	18.7%	41.7%
Hispanic	36.3	38.4	30.6	36.3	11.4	10.9	10.1	13.3	2.9	6.1	2.5	6.8	15.4	23.8	12.5	27.7
Other Minority***	6.8	1.7	8.3	1.5	2.6	0.8	2.5	1.1	2.2	0.9	1.8	1.2	3.9	1.3	4.1	1.4
White (Not Hispanic)	20.1	13.9	22.2	14.2	42.0	36.8	43.9	34.5	88.7	75.1	89.8	71.3	61.6	39.2	64.7	29.2

* Buffalo, Rochester, Syracuse and Yonkers.

** UGE is Ungraded Elementary - Special Education; UGS is Ungraded Secondary - Special Education.

*** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 14

PUBLIC SCHOOL OCCUPATIONAL EDUCATION ENROLLMENT BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE
1987-88

Location	Racial/Ethnic Group				Gender	
	Black (Not Hispanic)	Hispanic	Other Minority*	White (Not Hispanic)	Male	Female
New York City	43%	29%	8%	21%	48%	52%
Other "Big 5" Cities**	44	9	2	45	51	49
Rest of State	8	3	1	88	45	55
Total State	27	16	4	53	47	53

*Includes American Indian, Alaskan Native, Asian and Pacific Islanders.

**Buffalo, Rochester, Syracuse and Yonkers.

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TABLE 15

ENROLLMENT IN PUBLIC AND NONPUBLIC SCHOOL PREKINDERGARTEN PROGRAMS BY RACIAL/ETHNIC GROUP

NEW YORK STATE

1975 TO 1987

Location	1975-76	1980-81	1985-86	1986-87	1987-88
New York City					
PreK Enrollment	8,635	14,486	22,990	24,401	25,206
% of 4 year old Population	8.1 %	16.2 %	23.2 %	24.5 %	25.3 %
Black (Not Hispanic)	17.0	15.7	19.1	21.0	21.7
Hispanic	17.2	13.8	13.8	15.4	15.8
Other Minority	2.7	6.4	6.3	6.3	5.4
White (Not Hispanic)	63.1	64.1	60.8	57.3	57.1
Rest of State					
PreK Enrollment	15,605	24,939	33,834	36,095	38,392
% of 4 year old Population	9.6 %	18.9 %	24.1 %	24.5 %	26.7 %
Black (Not Hispanic)	19.8	14.4	12.3	12.6	12.4
Hispanic	4.8	9.1	3.8	4.1	4.8
Other Minority	1.8	4.8	2.7	2.8	3.1
White (Not Hispanic)	73.6	71.7	81.2	80.5	79.7
Total State					
PreK Enrollment	24,240	39,425	56,824	60,496	63,598
% of 4 year old Population	9.0 %	17.8 %	23.7 %	25.0 %	26.1 %
Black (Not Hispanic)	18.7	13.9	15.2	16.2	16.3
Hispanic	9.5	7.3	8.1	9.0	9.4
Other Minority	2.2	4.2	4.2	4.3	4.1
White (Not Hispanic)	69.6	74.6	72.5	70.5	70.2

STUDENT PERFORMANCE

Measures of student performance are important mechanisms for assessing the effectiveness of schools. In New York State, a primary mechanism for assessing student and school performance across districts is the standardized Pupil Evaluation Program (PEP) tests. Additional information about student performance can be gathered from the results of Regents Competency Tests, Regents examinations and several national programs. Analysis of the above-mentioned instruments forms the basis for discussion of student performance that follows; not necessarily because they are the best or only tools for doing this, but because results are comprehensive, and because the data permit a historical perspective and allow comparisons.

Pupil Evaluation Program

The Pupil Evaluation Program (PEP) was initiated in 1965 to provide data to the State Education Department and local school districts for use in planning, managing, and evaluating educational programs at both the State and local levels. The PEP tests are an important tool in ensuring the provision of essential educational services, since all pupils scoring below the designated Statewide Reference Point (SRP)[1] must be given remediation as mandated by Commissioner's Regulations.

The PEP program involves the administration of criterion-referenced reading and mathematics tests to all pupils completing grades 3 and 6 and the administration of a writing test to pupils completing grade 5. The tests are administered in the spring. Schools report scores to the State Education Department for analysis.

Since 1983-84, public schools statewide have succeeded in increasing the percentages of their students scoring above the SRP on all PEP tests. The percentages for specific tests have increased between 2 points (for the statewide statistics on the grade 6 reading test) and 18 percentage points (for New York City schools on the grade 3 mathematics test). Generally, the increases in the percentages of students scoring above the SRP for the tests were greater for New York City schools than for the State as a whole. **(Table 16)**

Analysis of the 1987-88 PEP test results demonstrates that the higher the percentage of minority enrollment[2] in schools within a given location, the lower the percentage of students scoring above the SRP on PEP tests administered in those schools. For example, among New York City schools with 81 percent or more minorities, the percentages of students scoring above the SRP range from 15 to 27 points lower on the same tests than for schools with no more than 20 percent minority enrollments. Discrepancies in the percentages among schools of varying minority compositions are smallest outside the Big 5 cities. Here the range is between 5 and 11 points, with the lowest percentages reported by schools with more than 80 percent minority enrollment.

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[1] The SRP refers to a minimum level of competency for a given grade. Students scoring at or above this point on the PEP tests are considered to be making satisfactory progress in developing the basic skills of reading comprehension, mathematics and writing.

[2] Minority enrollment includes Black and Hispanic students only.

Schools outside the Big 5 city districts recorded higher average percentages of students scoring above the SRP than the large urban districts on all PEP tests. The lowest percentage of students scoring above the SRP for districts outside the Big 5 cities on any PEP test was 89 percent for the grade 6 reading test. The highest average percentage for the Big 5 districts was 89 percent for the grade 3 mathematics test. Among the Big 5 districts themselves, New York City schools' average percentages of students scoring above the SRP were lower than those reported for the remaining Big 5 districts. **(Table 17A)**

An analysis of sample 1987-88 PEP scores indicates only marginal differences between the percentages of females and males scoring above the SRP on the PEP tests. These minor differences occur in the late elementary tests. There are essentially no differences in the percentages for males and females in the two grade 3 tests. Females have somewhat higher percentages on the grade 5 writing test. The gender patterns for the grade 6 reading and mathematics tests are consistent, with females almost always scoring higher than males; although the differences are no greater than seven points for any test in any given location. Lower percentages of both sexes attending urban schools scored above the SRP on the PEP tests than their counterparts in schools located outside the Big 5 districts. **(Table 17B)**

Regents Competency Tests

The Regents Competency Testing Program was established to assure that all pupils receiving a high school diploma have achieved a minimum standard of proficiency in the basic skills of reading, writing, and mathematics. About one-half of the pupils graduating from high school each year demonstrate mastery of the basic skills by passing Regents examinations in English and mathematics. The other half take the Regents competency tests in reading, writing, and mathematics. Under the Commissioner's Regulations, pupils failing any competency test must be provided appropriate remediation.

The reading test is a Degrees of Reading Power test which indicates the most difficult prose that a pupil can read with comprehension. It is a criterion-referenced test; student scores can be related to the readability level of textbooks. The writing test is a measure of a pupil's ability to organize and present ideas in written form. The test consists of three writing tasks: a business letter, a report, and a composition. The reading and writing tests are intended to assess skills acquired during high school and may not be given prior to eleventh grade.

The mathematics test is designed to measure competency in the skills described in the State-recommended high school mathematics curriculum for pupils not enrolled in Regents mathematics courses. The test questions cover the core areas of integers and rational numbers; graphing; measurement of geometric figures; ratio, proportion, and percent; probability and statistics; and consumer and job-related mathematics. The vast majority of students initially take the mathematics test at the end of grade nine.

The competency testing requirements prevented few pupils from receiving a high school diploma during the 1986-87 school year. Of the candidates for graduation, 98.6 percent met the competency testing requirements. Only 0.6 percent of the candidates failed to graduate solely because of the competency testing requirements. Another 0.8 percent failed to meet the competency testing requirements but also failed to meet course requirements. In all, fewer than 3,000 of the 194,000 diploma candidates in 1986-87 failed to attain the standards in all three basic skills.

Regents Examinations

For more than a century, Regents examinations have been an important component of high school education in New York State. Examinations are provided in over 20 subjects, and more than a million examinations are taken by students annually. About 60 percent of pupils in grades 9-12 take a least one Regents examination in a typical school year.

Regents examinations serve several purposes. They establish and maintain standards in the most commonly studied high school subjects. They provide teachers with valid and reliable final examinations. They define important outcomes of instruction and help motivate student achievement. The examinations are developed by classroom teachers in cooperation with the Department's subject and examination specialists. Each examination is based on a State syllabus.

A review of the records on selected Regents examinations over a ten-year period seems to indicate that smaller percentages of test-takers are passing the comprehensive English, mathematics I, biology, and U. S. history and government examinations than previously. However, it is presently unclear to what extent changes made in curricula and State syllabi during the period affect these trends and to what extent other factors such as changing student demographics may contribute to the lower passing percentages. **(Table 18)**

The June 1988 test results indicate that the percentages of students passing selected Regents examinations decreased as the percent of minority students within the schools increased. The only exceptions to this pattern were the Regents comprehensive English examination among the Big 5 schools outside New York City and the mathematics I examination for New York City schools. As a group, schools located outside the Big 5 districts outperformed these large urban schools in terms of their average passing percentages for all tests. **(Table 18A)**

Females outperformed males in schools across the State on the Regents comprehensive English examination; the spread between numbers of females and males passing this test ranged from 4 to 11 percentage points in different categories of schools. Females passed the mathematics I examination at rates only marginally higher than males, except in New York City where the male passing rate was six points higher. Greater percentages of males passed both the Regents biology examination (5 to 19 points) and the Regents U.S. history and government examination (5 to 7 points). **(Table 19)**

Regents Diplomas

The New York State Regents diploma is generally regarded as an indicator of rigor in effort and excellence in accomplishment.[3] The percentage of students receiving Regents diplomas or endorsements each year is thus an indicator of a certain level of attainment for the educational system. Between 1982-83 and 1987-88, the percentage of public high school graduates receiving Regents diplomas has increased statewide, from 44 percent to 48.9 percent. The comparable statistic for New York City's schools has remained essentially the same: 36.2 percent in 1982-83 and 37 percent in 1987-88. **(Table 20)**

An analysis of the Regents diplomas awarded for 1987-88 indicates that as the minority composition of schools increases, the percentage of graduates receiving Regents diplomas decreases, regardless of where the schools are located. For example, a New York City student attending a school with no more than 20 percent minority enrollment is almost twice as likely to graduate with a Regents diploma than a New York City student attending a school which is more than 80 percent minority (59 percent compared to 32 percent). Even worse odds exist in the other Big 5 districts, where a student attending a school which is more than 80 percent minority is 15 times less likely to receive a Regents diploma than a student attending a school with no more than 40 percent minority enrollment (3 percent compared to 47 percent). **(Table 20A)**

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[3] It should be noted that many school districts offer courses of study which exceed the minimum standards for awarding Regents diplomas established by the State Education Department.

Students with Handicapping Conditions

The Department's Office for the Education of Children with Handicapping Conditions collects data concerning the educational attainment of handicapped students attending public schools. Data collected on students aged 16 to 21 years old who exited the educational system during 1985-86 suggested that pupils with handicapping conditions tend to remain in school until the age of 19 years. Nearly 55 percent of these students receive a Regents diploma or local diploma. The remaining 45 percent either leave the educational system or continue attending school until they are required to leave the system at age 21. Preliminary analysis of the most recent data indicates that the 55 percent receiving diplomas represents an increase in the percentage of pupils with handicapping conditions who earn diplomas. However, these pupils are not yet earning high school diplomas at the rate expected, given the number of students with handicapping conditions identified as fully capable of earning a diploma with appropriate special education intervention.

National Programs

There are three nationwide programs in which New York can be compared directly with other states. They are the Advanced Placement Program, the National Merit Scholarship Program, and the Westinghouse Science Talent Search. New York students, who accounted for 7.3 percent of 1986-87 U.S. high school graduates, are significantly overrepresented among high achievers in these nationwide programs.

The Advanced Placement Program of the College Board consists of courses of study and examinations in 13 disciplines, through which high school pupils may earn college credit at postsecondary institutions throughout the country. About 231,000 pupils nationwide participated in this program in 1986-87. New York State pupils wrote 14.1 percent of the Advanced Placement examinations written nationally.

The National Merit Scholarship Program is the nation's largest independently financed competition for college undergraduate scholarships. Each year more than one million pupils take the Preliminary Scholastic Aptitude Test/National Merit Scholarship Qualifying Test to enter the scholarship competition. About 35,000 were commended for their performance, and 15,000 were named semifinalists. New York State had 11.2 percent of the commended students in 1986-87.

The Westinghouse Science Talent Search is an endeavor to discover high school seniors who have the potential to become research scientists and engineers of the future. Entries submitted by about 1,300 contestants are judged in this competition. Winners and those in the Honors Group, who are recognized for the quality of their entries, are frequently offered university and college scholarships. New York pupils comprised 50.3 percent of the 1986-87 Honors Group and 37.5 percent of the winners.

College Board Achievement Tests

The College Board's Admissions Testing Program includes achievement tests, required by some colleges and universities to supplement the Scholastic Aptitude Tests. The achievement tests are rigorous tests in 14 different subject areas. Achievement tests were written by 30,200 college-bound seniors in New York State during 1987.

New York students have always performed extremely well on the achievement tests, and 1987 was no exception. The average score earned by the State's college-bound seniors on all tests combined was 13 points higher than the national average. New York's average ranged from 34 points better on the German achievement test to 4 points better on the English composition examination.

Comparison of New York State and National Averages
on College Board Achievement Tests, 1987

Test	# Written in NYS	Average Score New York	Nat'l	Difference
English Comp	24,863	528	524	+ 4
Math Level I	20,983	577	548	+29
Biology	12,353	575	550	+25
Chemistry	6,419	597	574	+23
Am History	4,941	560	529	+31
Math Level II	4,513	682	662	+20
Spanish	3,162	550	536	+14
French	2,656	561	545	+16
Physics	2,655	622	597	+25
Literature	2,444	539	528	+11
European History	493	564	547	+17
German	281	608	574	+34
Latin	238	574	561	+13
Hebrew	186	644	618	+26
All Tests	86,187	557	544	+13

SOURCE: NYS Education Department, Division of Educational Testing

Scholastic Aptitude Test

Each year about one million college-bound seniors nationwide take the Scholastic Aptitude Test (SAT), administered by the College Board's Admissions Testing Program. There are two components to the SAT: the verbal test measures vocabulary and reading comprehension skills, and the mathematics test measures the ability to solve problems involving arithmetic reasoning, algebra, and geometry. The abilities measured by the test are developed over years of study and use, both in and out of school.

The SAT is designed to measure not student achievement, but rather student aptitude. This is an important distinction. It would be inappropriate to use scores on the SAT to assess an individual student's educational performance or to measure the quality and effectiveness of a given school's instructional program. Data on SAT scores are nevertheless presented here because of the continuing interest by the public and the continued use by postsecondary institutions as one component of the admissions process.

In New York State during the 1987-1988 academic year, approximately 136,000 students, or 66 percent of the senior class, took the test. Of those seniors taking the SAT, 52 percent were female and 48 percent were male; in all, 76 percent were white, 11 percent were Black, 7 percent Hispanic, and 6 percent were from other minority groups. **(Table 21B)**

Scores from SATs taken during 1987-88 demonstrate significant differences among New York State seniors when disaggregated by gender and race/ethnicity. Females scored 59 points lower on the combined tests than males. Approximately 75 percent of the difference in the composite scores (44 points) was accounted for by the difference in scores for the mathematics component. This is the case even though females participate in Regents mathematics courses at rates comparable to males. The nature of the gender difference in 1987-88 SAT scores is consistent with the patterns seen in sample prior years of 1977-78 and 1982-83. **(Table 21)**

Differences in SAT performance among racial/ethnic groups are even greater. Blacks scored lowest in both the verbal and mathematics components. Their combined score was 183 points lower than the composite score for whites. Hispanics scored only a little higher than Blacks due to slightly higher mathematics scores. The combined score for Hispanics was 170 points lower than the comparable score for whites. Other minorities[4] achieved scores comparable to whites. **(Table 21A)**

The differences in SAT scores by gender and race/ethnicity have concerned educators and public officials for several years. Nationally, SAT scores have been used to make comparisons about the effectiveness of educational systems across states. At best, this comparison is incomplete, since SAT scores are only one measure and reflect aptitude rather than achievement, and for only a portion of a state's students. At worst, this comparison is technically flawed in that scores are not adjusted to reflect interstate differences in student participation rates.

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[4] Other minorities include American Indians, Alaskan Natives, Asians and Pacific Islanders.

An analysis of self-reported data from New York students taking the SAT in 1985 conducted by the College Board[5] suggests that socioeconomic factors may very well influence the apparent racial/ethnic differences in SAT scores. New York State Black and Hispanic students taking the test, who as a group received lower scores than whites, reported significantly lower parental incomes than whites taking the test. More than one-third (35.2 percent) of Black students reported parental income below $12,000. Almost one-half (45.6 percent) of Hispanic students and only 8.8 percent of whites reported parental income within this category.

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[5] Admissions Testing program, New York: College-Bound Seniors, 1985, (Princeton, NJ: The College Board, 1986).

TABLE 16

PUBLIC SCHOOL PUPIL EVALUATION PROGRAM AND PROGRAM EVALUATION TEST RESULTS

NEW YORK STATE

1983-84 TO 1987-88

Test/Location	Percent Tested Above the SRP*				
	1983-84	1984-85	1985-86	1986-87	1987-88
Grade 3 Reading					
New York City	58%	58%	60%	65%	68%
Total State	77	78	79	81	83
Grade 3 Math					
New York City	62	63	68	77	80
Total State	80	82	86	89	91
Grade 5 Writing					
New York City	78	81	78	82	82
Total State	85	87	86	89	90
Grade 6 Reading					
New York City	60	59	63	65	65
Total State	78	78	79	79	80
Grade 6 Math					
New York City	59	60	64	65	66
Total State	78	80	82	83	84

*Percent passing of number tested.

SOURCE: New York State Education Department, Division of Educational Testing.

TABLE 17A

PUBLIC SCHOOL PUPIL EVALUATION PROGRAM AND PROGRAM EVALUATION TEST RESULTS BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE

1987-88

Location/Minority Composition of School	Percent Tested Above SRP					Percentile Rank of Mean Score-Grade 6 Social Studies
	Grade 3		Grade 5 Writing	Grade 6		
	Reading	Math		Reading	Math	
New York City						
0 - 20 Percent	87%	95%	93%	81%	84%	42 % ile
21 - 40 Percent	84	92	91	77	81	32
41 - 60 Percent	77	89	84	73	75	23
61 - 80 Percent	72	84	86	68	69	17
81-100 Percent	60	74	78	58	58	7
Total	68	80	82	65	66	15
Other Large Cities*						
0 - 20 Percent	94%	96%	96%	85%	93%	45 % ile
21 - 40 Percent	80	92	91	76	82	24
41 - 60 Percent	79	93	90	76	85	27
61 - 80 Percent	76	88	88	71	82	18
81-100 Percent	78	93	84	67	77	13
Total	79	92	89	74	83	23
Rest of State						
0 - 20 Percent	92%	98%	95%	90%	95%	68 % ile
21 - 40 Percent	87	96	94	83	91	50
41 - 60 Percent	87	95	93	83	91	47
61 - 80 Percent	84	95	91	85	86	43
81-100 Percent	85	91	90	81	84	19
Total	91	97	95	89	94	65
Total State						
0 - 20 Percent	92%	97%	95%	90%	94%	67% ile
21 - 40 Percent	85	94	92	79	85	38
41 - 60 Percent	81	92	88	77	83	30
61 - 80 Percent	75	87	87	72	74	20
81-100 Percent	62	75	79	59	59	7
Total	83	91	90	80	84	40

* Buffalo, Rochester, Syracuse and Yonkers.

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment

TABLE 17B

PUBLIC SCHOOL PUPIL EVALUATION PROGRAM TEST RESULTS BY GENDER OF STUDENT

NEW YORK STATE

1987-88

Location/Gender	Percent Tested Above SRP				
	Grade 3		Grade 5	Grade 6	
	Reading	Math	Writing	Reading	Math
New York City					
Male	65%	79%	74%	63%	65%
Female	67	80	84	67	70
Other "Big 5" Cities*					
Male	75%	89%	85%	73%	88%
Female	77	90	89	80	83
Rest of State					
Male	91%	97%	91%	88%	94%
Female	92	97	97	90	94
Total State					
Male	79%	89%	84%	77%	82%
Female	81	89	91	80	84

*Buffalo, Rochester, Syracuse and Yonkers.

TABLE 18
PERCENT OF PUBLIC SCHOOL PUPILS PASSING[a] SELECTED REGENTS EXAMINATIONS
NEW YORK STATE
June 1978, 1983 and 1988

Location of School and School Year	Comprehensive English	Math I[b]	Biology	U.S. History & Government[c]
New York City				
June 1978	72.9 %	70.4 %	64.0 %	81.2 %
June 1983	69.3	62.5	59.9	51.8
June 1988	66.2	54.4	54.7	52.4
Other Large Cities[d]				
June 1978	NA	NA	NA	NA
June 1983	75.2	65.0	69.4	58.0
June 1988	72.5	49.2	62.3	59.2
Rest of State				
June 1978	NA	NA	NA	NA
June 1983	88.1	85.0	86.6	81.3
June 1988	88.2	79.6	83.9	79.6
Total State				
June 1978	80.5	80.7	81.2	86.9
June 1983	84.1	77.8	80.2	76.2
June 1988	83.1	71.7	76.5	72.6

[a] Percent passing of number tested.

[b] In June 1978 all pupils took the Ninth Year Mathematics Regents Examination. In June 1983 most pupils took the Ninth Year Mathematics Regents Examination and some pupils took the Sequential Mathematics-Course I Regents Examination. The percent passing in June 1983 was based on the pupils who took the Ninth Year Mathematics Regents. In June 1988 all pupils took the Sequential Mathematics-Course I Regents Examination.

[c] In June 1978 and in June 1983 all pupils took the Comprehensive Social Studies Regents Examination. In June 1988 all pupils took the U.S. History and Government Examination. The Comprehensive Social Studies Regents Examination was based on a three year course of study. The U.S. History and Government Regents Examination is based on a one year course of study.

[d] Buffalo, Rochester, Syracuse and Yonkers.

TABLE 18A

PERCENT OF PUBLIC SCHOOL PUPILS PASSING* SELECTED REGENTS EXAMINATIONS BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
JUNE 1988

Location/Minority Composition of School	Comprehensive English	Math I	Biology	U.S.History & Government
New York City				
0 - 20 Percent	77%	39%	75%	65%
21 - 40 Percent	78	71	65	67
41 - 60 Percent	71	56	57	56
61 - 80 Percent	62	54	44	44
81-100 Percent	52	43	39	40
Total	66	55	55	52
Other Large Cities**				
0 - 20 Percent	***	***	***	***
21 - 40 Percent	70%	55%	66%	63%
41 - 60 Percent	71	38	60	52
61 - 80 Percent	75	43	56	60
81-100 Percent	81	32	60	25
Total	73	49	62	59
Rest of State				
0 - 20 Percent	89%	79%	85%	80%
21 - 40 Percent	83	72	79	74
41 - 60 Percent	84	62	77	72
61 - 80 Percent	86	62	61	80
81-100 Percent	80	49	68	61
Total	88	80	84	80
Total State				
0 - 20 Percent	89%	77%	85%	80%
21 - 40 Percent	78	69	70	69
41 - 60 Percent	74	54	61	58
61 - 80 Percent	66	53	47	49
81-100 Percent	55	43	41	42
Total	84	72	76	74

* Percent passing of number tested.
** Buffalo, Rochester, Syracuse and Yonkers.
*** No high schools in this category.

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment (Grades 9-12).

TABLE 19

PERCENT OF PUBLIC SCHOOL PUPILS PASSING* SELECTED REGENTS EXAMINATIONS BY GENDER OF STUDENT

NEW YORK STATE

JUNE 1988

Location/Gender	Comprehensive English	Math I	Biology	U.S. History & Government
New York City				
Male	53%	72%	61%	53%
Female	57	66	50	46
Other "Big 5" Cities**				
Male	65%	59%	75%	70%
Female	76	61	56	65
Rest of State				
Male	85%	83%	89%	82%
Female	90	85	84	77
Total State				
Male	79%	77%	86%	76%
Female	84	75	77	69

*Percent passing of number tested.

**Buffalo, Rochester, Syracuse and Yonkers.

TABLE 20
PERCENT OF PUBLIC HIGH SCHOOL GRADUATES RECEIVING REGENTS DIPLOMAS

NEW YORK STATE
1982-83 and 1987-88

Location of School and School Year	Percent Receiving Regents Diploma
New York City	
1982-83	36.2 %
1987-88	37.0
Other Large Cities*	
1982-83	23.5
1987-88	32.6
Rest of State	
1982-83	47.1
1987-88	53.0
Total State	
1982-83	44.0
1987-88	48.9

* Buffalo, Rochester, Syracuse and Yonkers

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TABLE 20A

PERCENT OF PUBLIC HIGH SCHOOL GRADUATES RECEIVING REGENTS DIPLOMAS BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE

1987-88

Location/Minority Composition of School	Percent Receiving Regents Diplomas
New York City	
0 - 20 Percent	59%
21 - 40 Percent	56
41 - 60 Percent	53
61 - 80 Percent	37
81-100 Percent	32
Total	37
Other Large Cities*	
0 - 20 Percent	**
21 - 40 Percent	47%
41 - 60 Percent	26
61 - 80 Percent	27
81-100 Percent	3
Total	33
Rest of State	
0 - 20 Percent	56%
21 - 40 Percent	46
41 - 60 Percent	36
61 - 80 Percent	38
81-100 Percent	20
Total	53
Total State	
0 - 20 Percent	56%
21 - 40 Percent	47
41 - 60 Percent	35
61 - 80 Percent	33
81-100 Percent	26
Total	49

*Buffalo, Rochester, Syracuse and Yonkers.

**No high schools in this category.

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment (Grades 9-12)

TABLE 21

SAT SCORES FOR PUBLIC AND NONPUBLIC HIGH SCHOOL STUDENTS BY GENDER

NEW YORK STATE

1977-78, 1982-83 AND 1987-88

Gender and Year	Verbal	Math	Combined
MALE			
1978	435	496	931
1983	428	490	918
1988	428	492	920
FEMALE			
1978	427	447	874
1983	416	444	860
1988	413	448	861
TOTAL- All Students			
1978	431	471	902
1983	422	466	888
1988	420	469	889

TABLE 21A
SAT SCORES FOR PUBLIC AND NONPUBLIC HIGH SCHOOL STUDENTS BY RACIAL/ETHNIC GROUP AND GENDER
NEW YORK STATE
1987-88

Group	Verbal	Math	Combined
Gender			
Male	428	492	920
Female	413	448	861
Racial/Ethnic Group			
Black	359	386	745
Hispanic	362	396	758
Other Minority*	406	511	917
White	439	489	928
Total All Students	420	469	889

*Includes American Indian, Alaskan Native, Asian and Pacific Islander.

SOURCE: The College Board.

TABLE 21B

DISTRIBUTION OF PUBLIC AND NONPUBLIC HIGH SCHOOL SENIORS AND SAT TAKERS BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1987-88

Group	Distribution of High School Seniors	Distribution of SAT Takers
Gender*		
Male	50%	48%
Female	50	52
Racial/Ethnic Group		
Black	13%	11%
Hispanic	7	7
Other Minority**	4	6
White	76	76

*Gender distribution of high school seniors is based on 1980 Federal Census data.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

ATTENDANCE AND HIGH SCHOOL COMPLETION

Educators have been concerned about the dropout rate for the last several decades. However, recently there has been a new focus on developing special programs for potential dropouts. There are several explanations for this renewed urgency.[1] First, although the long-term trend of dropping out has declined, virtually all of the decline took place between 1900 and the 1960's.[2] Second, minority populations, who have traditionally had higher dropout rates than whites, represent an increasing proportion of the public school enrollments; hence, the actual number of students leaving school prior to high school graduation is very likely to increase, unless efforts to promote minority student retention are successful.

Third, many states, including New York, have initiated school improvement efforts which have raised the expectations for student performance and the requirements for high school graduation. Some educators believe that these enhanced standards may inadvertently induce more marginally performing students to leave school prior to graduation, especially if schools do not undertake focused efforts to help such students meet the new standards.[3] Fourth, there is a consensus that the educational requirements of the work place will continue to increase, placing high school dropouts at even greater disadvantage in the job market than in previous generations.

The labor market consequences of dropping out are severe. Dropouts have far higher unemployment rates than high school graduates; when employed, they earn less, are more likely to be in semi-skilled manual jobs, and work at jobs with poorer working conditions.[4] The social and personal costs of dropping out are also enormous: forgone national income tax revenues; decreased productivity; increased demand for, and reliance on, social services; increased probability of criminal activity; reduced political participation; suppressed intergenerational mobility; and poorer levels of health.[5]

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[1] Ibid., p. 101-103.

[2] At the turn of the century, only one in ten children graduated from high school. By 1932, the percentage had increased to three in ten and by 1978, seven out of ten. However, the national retention rate has shown no appreciable gain since the 1960's (it was 73.2 percent for the class of 1966).

[3] Russell W. Rumberger, "High School Dropouts: A Review of the Issues and Evidence, p. 102.

There is a consensus among educators that current data collection and reporting methodologies regarding dropouts are inadequate. A major obstacle to collecting better data is the lack of a standard definition of who is a dropout. Should all premature school leavers be defined as dropouts? What about students not enrolled in a regular school program who are pursuing a formal education through General Equivalency Diploma (GED) classes, alternative night schools, the military, or community colleges?[6] In the case of New York where a standard definition exists, districts too often apply this definition inconsistently when reporting to the State Education Department.[7] A related issue is timing. At what point does a youth's status change from chronic truant to dropout?

Another obstacle is the source of the data. Researchers have expressed questions about the reliability of self-reported data on educational attainment due to the stigma of dropping out. Also, districts generally lack the resources to follow up students who have officially dropped out to determine whether they have pursued other educational programs. Despite the limitations concerning the collection of reliable dropout statistics, several important patterns regarding student attendance and retention can be discerned from national studies and, for New York State students, from data reported to the State Education Department by local districts.

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[4] U. S. General Accounting Office, School Dropouts: The Extent and Nature of the Problem, (Washington, D.C.: U. S. General Accounting Office, June 1986), pp. 22-26.

[5] Russell W. Rumberger, "High School Dropouts: A Review of Issues and Evidence," Review of Educational Research, (Summer 1987), pp. 114-115.

[6] In New York State, adults who are not high school graduates may earn a diploma by successfully completing 24 credit hours at a community college.

[7] In New York State, a dropout is defined as any pupil who left school prior to graduation for any reason except death and did not enter another school or a program leading to a high school equivalency diploma.

Who Drops Out?

Analysis of the data collected for the national High School and Beyond (HS&B) study confirms previous findings about the importance of socioeconomic factors in educational attainment.[8] The socioeconomic status and structure of a student's family are significant indicators of "educational risk."

Socioeconomic Factors

Among all students surveyed, regardless of race, ethnicity or gender, those whose fathers' occupations were low-level skilled were twice as likely to drop out as students whose fathers' occupations were in professional/technical fields.

There also appears to be a strong direct relationship between dropping out and parental educational attainment. For all students, the more education the parents had, the less likely the student would leave school prematurely. Children of high school dropouts are most at risk. Generally, they are two to three times more likely to drop out than children whose parents held a college degree, thereby perpetuating an intergenerational cycle of school incompletion.

Family Structure Factors

For the vast majority of students, the absence of one parent increased the students' likelihood of dropping out. Absence of both parents increased the likelihood of dropping out even more.

Single mothers are very likely to drop out. Almost three-quarters (72 percent) of Hispanic unwed teenaged mothers in the HS&B sample dropped out of school. For white unwed mothers the figure was 61 percent and for Blacks, 40 percent. Among students who were married, without children, the dropout rate was more than 50 percent for all racial/ethnic groups and both sexes.

The HS&B data point out strong correlations of student socioeconomic status (SES) and family composition variables with dropout behavior. The risk of a student dropping out declines with rising SES, and increases for children from large families and single-parent homes. Interracial differences in the dropout rates, in fact, are significantly changed when SES and family composition factors are taken into account:

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[8] Stephen M. Barro and Andrew Kolstad, Who Drops Out?: Findings from High School and Beyond, (Washington, D.C.: U. S. Department of Education Center for Education Statistics, 1987). In 1980, the U. S. Department of Education's Center for Education Statistics sponsored the High School and Beyond (HS&B) study which surveyed more than 22,500 public high school sophomores regarding personal background, educational aspirations and attitudes toward school. Two years later, this same sample of young people was surveyed again.

Dropout Rates by Race/Ethnicity With and Without
Controlling for Other Background Characteristics,
Public School Students[9]

	Uncontrolled	Controlled
All groups	14.4%	14.4%
White	13.0	14.8
Black	17.2	10.5
Hispanic	19.1	16.0

The statistical techniques involved in compiling the above table are designed to treat all racial/ethnic groups as if they had the same socioeconomic background, and to adjust each group's dropout rate accordingly. When these SES-adjusted rates are compared, it is noteworthy that the dropout rate for white students increased slightly (1.8 percentage points) while the dropout rates for Black and Hispanic students decreased by 6.7 and 3.1 percentage points respectively. A major factor in Black and Hispanic youth's higher dropout rates is that substantially higher proportions of Black and Hispanic youth come from economically and educationally disadvantaged backgrounds.[10] Thus, it appears that there is a high correlation between poverty, regardless of race or ethnicity, and dropping out of school.

In addition to socioeconomic variables, researchers have studied the relationship between dropout behavior and academic performance. Students who maintain a history of success in the classroom tend to remain in school for more years than those who experience less academic success. Of the students in the HS&B sample who repeated a grade before their sophomore year, more than one out of four dropped out of school. For New York State students, the likelihood of repeating a grade increases if the student is minority, limited English proficient, poor, or living in a single-parent household.[11] The relationship between normative grade level and vulnerability to dropping out is of particular concern for language minority children. Nearly one-quarter of all Hispanics enter high school overage, since language difficulties may have caused them to be retained in an earlier grade.[12]

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[9] Ibid., Table 3.3. Although this table reflects nationwide dropout rates, it is assumed that similar findings would hold for New York State.

[10] U. S. General Accounting Office, School Dropouts: The Extent and Nature of the Problem, p. 15.

[11] New York State Council on Children and Families, State of the Child in New York State, Table 10.

[12] Task Force on the New York State Dropout Problem, Dropping Out of School in New York State: The Invisible People of Color, p. 13.

Why Do Students Drop Out?

Dropouts themselves report a variety of reasons for leaving school. More than half of white and Black males cited school-related reasons for leaving school: disliking school or being expelled or suspended. One-fifth of all dropouts, but almost 40 percent of Hispanic males, cited economic reasons. A third of all female dropouts reported personal reasons such as pregnancy or marriage.[13] Fine states that some students leave school prematurely to attend to their family and health needs, making school disruptive or irrelevant.[14] Others leave because they have internalized negative messages about their own abilities and self-worth and have accumulated a sense of alienation from schools.

Much of the professional literature about dropouts has focused on correlating specific student economic, family, and personal characteristics with the incidence of dropping out. Much less attention has been devoted to studying the impact of schools -- their organization, leadership, and the ways they respond to student needs -- on students' decisions to drop out. Yet, many eventual dropouts attend schools with very poor facilities, insufficient resources, and inadequate teaching staffs -- conditions that could well affect their academic performance and ultimately their decisions to leave.[15]

The New York State Situation

Attendance Rates

The average attendance rate statewide for 1986-87 was 90.9 percent. In other words, on an average school day, 91 out of 100 enrolled students were present in the school building for some portion of the school day. Since 1975-76, average attendance rates have shown some improvement. The average attendance rate for the New York City public schools increased 1.6 percentage points during the 11-year period. The average rate for the other Big 5 districts increased, but in smaller measure: 0.4 of a percentage point. The rest of the State's schools experienced a 0.5 point increase. Most of this improvement occurred prior to 1982-83. In 1982-83, the statewide average attendance rate was 89.3 percent, compared to 90.9 percent in 1986-87. New York City public schools reported an attendance rate of 85.2 percent for 1982-83, compared to 85.4 percent for 1986-87. **(Table 22)**

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[13] Russell W. Rumberger, "High School Dropouts: A Review of the Issues and Evidence," Table 3, p. 109.

[14] Michelle Fine, "Why Urban Adolescents Drop Into and Out of Public High School," Teachers College Record 87 (Spring 1986): 394.

[15] Russell W. Rumberger, "High School Dropouts: A Review of Issues and Evidence," p. 110.

The 1986-87 average attendance rates did vary among schools when they were analyzed by location, minority composition,[16] and poverty status of the school. Generally, as the minority composition of schools increased, the average attendance rates decreased, regardless of whether the schools were located in New York City, the other Big 5 cities, or other parts of the State. Schools with student populations comprised of 80 percent or more minorities had average attendance rates four to seven percentage points lower than schools within their geographic locations having lower percentages of minority students.

Average attendance rates were also generally lower in urban schools, especially in New York City, compared to other schools that had similar minority composition. The attendance rates of New York City schools compared to the rates for schools outside the Big 5 cities with comparable minority compositions were lower in all instances by a range of four to nine percentage points. The attendance rates for the other Big 5 districts were also lower than the rates for districts outside the Big 5 cities. However, the discrepancies in the rates were much smaller, with the other Big 5 districts' attendance rates being +0.1 to -2.9 percentage points different. **(Table 22A)**

Dropout Rates

During one school year, 1986-87, more than 44,000 young people left school without completing requirements for high school graduation.[17] Over 60 percent of these students attended school in the State's largest cities: New York, Buffalo, Rochester, Syracuse and Yonkers. A disproportionate percentage of these young people were minority students. When yearly dropout statistics are reviewed over time, the magnitude of the dropout problem becomes enormous.

There are two methodologies generally used to measure the size of the dropout problem. The first is a four-year retention rate that compares the number of students enrolled in grade 9 in a given year with the number of high school graduates four years later. The second methodology is the calculation of an annual dropout rate which divides the number of dropouts by grade 9-12 enrollment for a single year. Calculations using both methodologies are presented below with a discussion of the limitations each methodology presents.

In the absence of actually following a cohort of ninth-graders through graduation, the validity of the four-year retention statistic relies on an assumption of zero net migration for the population in question over the four-year period. For this reason, it is not possible to calculate retention rates for specific school districts or to separate public from nonpublic school students. Even at the State level the dynamics of New York's population trends can skew the retention rates for particular subgroups. For instance, Asian and Pacific Islanders enjoy estimated retention rates in excess of 100% for most of the four-year periods between 1967 and 1987, a period marked by a large influx of Indo-Chinese refugees.

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[16] Minority enrollments include Black and Hispanic students only.

[17] This figure represents data reported to the State Education Department by school principals in the fall of 1987 for the prior twelve-month period between July 1, 1986 and June 30, 1987.

Estimates of retention rates for several groups of ninth graders indicate that statewide retention rates have declined overall. Of the ninth-graders enrolled in New York State's schools in 1967, 79.7 percent were estimated to have graduated four years later. For ninth-graders enrolled in 1984, that percentage had decreased to 70.9 percent. Significantly lower retention rates were estimated for minority students than for whites. The most recent calculations estimated a statewide retention rate for whites of 83.1 percent; for Blacks, 47.4 percent; and for Hispanics, 41.2 percent. Other studies indicate that in New York City the rate for students not completing high school within the traditional four-year period may be as high as 72 percent for Black students (a 28 percent retention rate) and 80 percent for Hispanics (a 20 percent retention rate).[18] **(Table 23)**

The use of an annual dropout rate[19] holds several distinct advantages over other measures of school retention. An annual dropout rate neutralizes the in- and out-migration phenomenon in districts with highly mobile student populations. It does not address the question of retention over a four-year period. However, an annual dropout rate produces a highly accurate snapshot that is well within the capacity of current school district record-keeping procedures. Cohort survival studies required to produce accurate retention rates are expensive and impractical, leaving the annual dropout rate as the more reliable and cost-effective measurement of the dropout problem.

The trend in the annual dropout rate for the State's public schools has shown improvement over the last five years for which data are available. For the 1982-83 academic year, school districts reported a statewide average dropout rate of 6.5 percent annually. New York City schools reported a dropout rate of 13.7 percent for that same period. Two years later, 1984-85, the average dropout rate had been reduced to 5.6 percent statewide and 9.5 percent for New York City. Through the course of another two years, districts statewide had decreased the dropout rate further to 5.0 percent, and New York City's public school dropout rate decreased an additional 1.3 percentage points to 8.2 percent. Although there have been several consecutive years of improvement, the annual dropout rate is only 0.7 percentage point lower than it was in 1970-71. **(Table 24)**

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[18] Task Force on the New York State Dropout Problem, Dropping Out of School in New York State: The Invisible People of Color, p. 7.

[19] An annual dropout rate is calculated by dividing the number of students who dropped out of school between July 1 and June 30 by the grade 9-12 enrollment in that year.

An analysis of the dropout rate for 1986-87 indicates a similar pattern to that discussed earlier in regard to attendance. Higher minority composition of schools within a given location is correlated with higher average dropout rates. There also appears to be a relationship between dropout rates and the location of schools. More than one-half (52 percent) of New York City schools and almost one-half (49 percent) of the schools in other Big 5 districts have annual dropout rates considered "high" (7 percent or greater). This compares with only 4 percent of the remaining schools.[20] Conversely, only 8 percent of New York City schools and 20 percent of other Big 5 districts have rates considered "low" (less than 2 percent), compared with 36 percent for schools located outside the Big 5 cities. The highest dropout rate, 28.1 percent, was recorded for schools in the other Big 5 districts with more than 80 percent minority enrollment. The lowest recorded rate was for schools outside the Big 5 cities with no more than 20 percent minority enrollment. **(Table 24A)**

In 1985-86, buildings which enrolled more than 40 percent of their students from low-income families had significantly higher dropout rates than buildings with comparable minority composition but with less than 40 percent of the students from low-income families. The highest dropout rates were experienced by schools which enrolled higher concentrations of both poor and minority students, and were located outside New York City. **(Table 24B)**

The correlation between poverty and dropping out is supported by an analysis of 1980 census tracts by poverty status.[21] Welsh concluded that there was no striking evidence indicating that children ages 5 to 14 years old living in census tracts with concentrations of poverty do not attend elementary schools (as measured by grade K-8 enrollment as a percentage of 5 to 14 year old population). Yet, when this analysis is done for the secondary grades, there are significant differences:

Percent of New York State 16-to-19-Year Olds Who Have Not Finished High School and Are Not Enrolled in School, 1980

Poverty Status of Tract	Percent
Nonpoverty (less than 20%)	6.4%
Midpoverty (20%-40% poor)	14.1
Extreme poverty (more than 40% poor)	18.1

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[20] As a subgroup of all districts outside the Big 5 cities, rural high schools (grades 9-12) with less than 100 students have an average annual dropout rate of 7.3%.

[21] James B. Welsh, "Characteristics of High Poverty Areas in New York State," pp. 15-17.

A young person living in a neighborhood of extreme poverty is three times as likely to have dropped out as a young person living in a nonpoverty community. According to Welsh, if a young person happens to live in the three New York City boroughs with the greatest concentrations of poverty in the entire State -- the Bronx, Brooklyn and Manhattan -- then the likelihood of being a dropout is even greater: 19.5 percent, basically one in every five young people.

Together, these statistics clearly indicate that schools with the largest concentrations of minority students are at risk of having low attendance rates and high dropout rates. And, if these schools also happen to enroll high concentrations of poor students and are located in the State's largest urban areas (which is predominantly the case), then those schools are at extreme risk of having very large numbers of students leaving school without completing requirements for high school graduation.

TABLE 22

PUBLIC SCHOOL ANNUAL ATTENDANCE RATES

NEW YORK STATE

1975-76 TO 1986-87

Location	1975-76	1980-81	1986-87
New York City	.838	.842	.854
Other Large Cities*	.902	.895	.906
Rest of State	.937	.937	.942
Total State	.903	.904	.909

*Buffalo, Rochester, Syracuse and Yonkers.

TABLE 22A

DISTRIBUTION OF PUBLIC SCHOOL ANNUAL ATTENDANCE RATES BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1986-87

Location/Minority Composition of School	Average Attendance Rate	Percent of Schools Having		
		Low Rate	Medium Rate	High Rate
New York City				
0 - 20 Percent	.906	95%	2%	2%
21 - 40 Percent	.887	96	4	0
41 - 60 Percent	.862	100	0	0
61 - 80 Percent	.841	100	0	0
81-100 Percent	.836	99	1	0
Total	.854	99	1	**
Other Large Cities*				
0 - 20 Percent	.944	0%	100%	0%
21 - 40 Percent	.927	39	55	6
41 - 60 Percent	.902	71	23	6
61 - 80 Percent	.899	85	15	0
81-100 Percent	.900	95	5	0
Total	.906	71	25	4
Rest of State				
0 - 20 Percent	.947	19%	54%	27%
21 - 40 Percent	.926	50	45	5
41 - 60 Percent	.920	49	43	8
61 - 80 Percent	.928	64	33	3
81-100 Percent	.906	72	26	2
Total	.942	23	53	24
Total State				
0 - 20 Percent	.945	21%	53%	26%
21 - 40 Percent	.906	70	27	3
41 - 60 Percent	.886	76	19	5
61 - 80 Percent	.859	89	10	1
81-100 Percent	.841	97	3	**
Total	.909	44	38	18

* Buffalo, Rochester, Syracuse and Yonkers.

** Less than 0.5%

Attendance Rate = Average Daily Attendance divided by Average Possible Attendance
Low Rate = less than .940
Medium Rate = .940 - .959
High Rate = .960 and higher

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment

TABLE 23

COMPARISON OF GRADE 9 TO GRADE 12 RETENTION RATES*

PUBLIC AND NONPUBLIC SCHOOLS

NEW YORK STATE
1967-70 THROUGH 1984-87

Location/Years	Total	American Indian/ Alaskan Native	Black (Not Hispanic)	Asian/ Pacific Islander	Hispanic	White (Not Hispanic)
New York City						
1967-1970	67.5%	84.3%	45.1%	89.2%	39.5%	91.0%
1972-1975	60.7	119.6	51.4	97.8	44.1	74.3
1977-1980	51.3	75.9	41.7	97.2	35.4	69.7
1982-1985	54.5	93.3	42.7	90.0	39.9	75.1
1984-1987	49.9	77.7	39.7	80.2	35.9	70.0
Rest of State						
1967-1970	87.0%	66.9%	61.2%	100.8%	80.2%	88.5%
1972-1975	84.7	68.1	68.7	111.6	82.3	85.7
1977-1980	83.2	54.6	72.4	117.8	82.8	84.0
1982-1985	82.9	61.4	65.0	97.5	67.5	84.9
1984-1987	84.9	74.8	70.4	110.6	82.1	86.1
Total State						
1967-1970	79.7%	70.2%	49.0%	91.1%	42.0%	89.1%
1972-1975	76.0	72.9	55.7	101.2	47.4	83.0
1977-1980	71.0	57.0	49.1	101.5	40.0	81.2
1982-1985	72.3	64.6	48.8	92.1	43.9	83.2
1984-1987	70.9	75.3	47.4	87.2	41.2	83.1

*Retention Rate = Fall enrollment in Grade 12 divided by Fall enrollment in Grade 9, four years earlier.

NOTE: Data in this table do not represent actual high school completion rates of 9th grade students since the effects of student migration (transfers in and transfers out) have not been accounted for, e.g., retention rates of near or over 100% for Asian/Pacific Islanders during most of the period 1967-1987. However, the data may be indicative of the relative completion rates for the subgroups shown.

TABLE 24

PUBLIC SCHOOL DROPOUTS AND ANNUAL DROPOUT RATES*

NEW YORK STATE

1970-71 TO 1986-87

Year	New York City		Other Large Cities**		Rest of State		Total State	
	Number	Rate	Number	Rate	Number	Rate	Number	Rate
1970-71	34,507	.103	3,313	.068	20,143	.032	57,963	.057
1975-76	37,523	.104	3,370	.072	22,974	.032	63,867	.057
1980-81	40,067	.118	3,279	.083	23,333	.037	66,679	.066
1982-83	39,176	.125	2,608	.070	19,032	.033	60,816	.065
1983-84	34,291	.110	2,875	.078	18,714	.033	55,880	.061
1984-85	28,677	.095	2,484	.070	18,249	.033	49,410	.056
1985-86	24,211	.083	2,509	.071	17,123	.032	43,843	.051
1986-87	24,668	.082	2,297	.067	16,130	.031	43,095	.050

***Dropout Rate** = Number of Dropouts divided by Grade 9-12 Enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

**Buffalo, Rochester, Syracuse and Yonkers

TABLE 24A

DISTRIBUTION OF PUBLIC HIGH SCHOOL ANNUAL DROPOUT RATES BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1986-87

Location/Minority Composition of School	Average Dropout Rate	Percent of Schools Having		
		Low Rate	Medium Rate	High Rate
New York City				
0 - 20 Percent	.034	20%	80%	0%
21 - 40 Percent	.039	27	53	20
41 - 60 Percent	.049	8	67	25
61 - 80 Percent	.118	0	53	47
81-100 Percent	.105	5	22	74
Total	.082	8	40	52
Other "Big 5" Cities*				
0 - 20 Percent	**	**	**	**
21 - 40 Percent	.044	56%	11%	33%
41 - 60 Percent	.065	20	33	47
61 - 80 Percent	.061	0	60	40
81-100 Percent	.281	0	0	100
Total	.067	20	31	49
Rest of State				
0 - 20 Percent	.029	37%	60%	3%
21 - 40 Percent	.048	9	67	24
41 - 60 Percent	.048	23	54	23
61 - 80 Percent	.049	0	100	0
81-100 Percent	.054	12	50	38
Total	.031	36	60	4
Total State				
0 - 20 Percent	.030	37%	60%	3%
21 - 40 Percent	.043	24	51	24
41 - 60 Percent	.051	15	54	31
61 - 80 Percent	.105	0	60	40
81-100 Percent	.103	5	23	72
Total	.050	31	56	13

* Buffalo, Rochester, Syracuse and Yonkers.
** No high schools in this category.

Dropout Rate = Number of Dropouts divided by Grade 9-12 Enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

Low Rate = less than .020
Medium Rate = .020-.069
High Rate = .070 and higher

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment (Grades 9-12).

TABLE 24B

PUBLIC HIGH SCHOOL DROPOUT RATES BY LOCATION AND POVERTY CONDITION OF SCHOOL

NEW YORK STATE

1985-86

Location/Poverty Condition of School		Number of Schools	Average Annual Dropout Rate
NEW YORK CITY		124	8.3%
Low Welfare	(0-40%)	51	6.7
Low Minority	(0-60%)	31	5.7
High Minority	(60% +)	20	8.5
High Welfare	(41% +)	73	10.7
Low Minority	(0-60%)	9	5.6
High Minority	(60% +)	64	11.3
REST OF THE STATE		746	3.4
Low Welfare	(0-40%)	706	3.3
Low Minority	(0-60%)	690	3.3
High Minority	(60% +)	16	5.2
High Welfare	(41% +)	40	11.6
Low Minority	(0-60%)	22	8.8
High Minority	(60% +)	18	13.4
NEW YORK STATE		870	5.1
Low Welfare	(0-40%)	757	4.0
Low Minority	(0-60%)	721	3.6
High Minority	(60% +)	36	7.6
High Welfare	(41% +)	113	10.8
Low Minority	(0-60%)	31	6.3
High Minority	(60% +)	82	11.4

Dropout Rate = Number of Dropouts divided by Grade 9-12 Enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

Low Rate = less than 2.0%
Medium Rate = 2.0% - 6.9%
High Rate = 7.0% and higher

POSTSECONDARY EDUCATION AND EMPLOYMENT

The two major positive outcomes of elementary and secondary education are postsecondary education and employment. The quality of elementary and secondary education can, to some degree, be measured by the number of students who enroll in and complete postsecondary education programs and by the number of students who successfully compete in the job market.

Postsecondary Education

Approximately 975,200 persons pursued some form of degree-credit postsecondary education during 1986-87 in New York State. The 253 institutions that comprise the State's postsecondary education system are divided into four sectors: the State University of New York (SUNY), enrolling more than a third (37.5 percent) of all students; the City University of New York (CUNY) enrolling 18.7 percent; the 142 independent institutions (40.9 percent of enrollments); and the 27 degree-granting proprietary institutions with 2.9 percent of enrollments. Almost three-quarters of the State's postsecondary enrollment (73.1 percent) attended four-year institutions; the remainder attended two-year institutions. Almost 149,000 additional persons were enrolled in programs offered by nondegree-granting proprietary institutions.[1] **(Tables 25 and 25A)**

Three out of four New York State seniors graduating in 1987 intended to pursue some form of postsecondary education. This college-going rate[2] has consistently been increasing over several years. The class of 1973, for example, reported a college-going rate of 68.1 percent; the class of 1987 reported a 74.9 percent rate. Increases in the percentages of high school graduates planning to attend four-year institutions account for most of the increase since 1973. The percentage of graduates who planned to pursue their education at two-year institutions remained constant during this period.

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[1] Nondegree granting proprietary institutions provide opportunities for technical education and vocational education to persons no longer attending high school. These institutions are not authorized by the Board of Regents to award diplomas, degrees or certificates.

[2] Refers to high school seniors who reported an intention to enroll in four-year and two-year postsecondary institutions as well as other postsecondary education programs. While these are self-reported data concerning plans rather than behavior, a Department validation study demonstrated that the data are quite accurate. To some degree, this information may also be used as a reasonable measure of the climate of expectations for students within the schools.

The college-going rate among the class of 1987 was highest for students attending high schools in New York City (78.4 percent) and lowest for graduating seniors in the other Big 5 districts (62.0 percent). In urban areas, the higher the minority[3] composition of the public high schools, the less likely it was that students planned to attend a four-year postsecondary institution. However, the percentage of graduates from urban schools planning to attend either a two-year institution or another postsecondary program remained relatively stable across differences in minority composition of public high schools. **(Tables 26 and 26A)**

Almost one-quarter (22.9 percent) of all persons attending degree- granting postsecondary institutions during 1986-87 reported minority racial/ethnic origins. Black student enrollment[4] represented 11.6 percent of the total enrollment, Hispanic enrollment for 7.0 percent, and other minorities for 4.3 percent.

Among the four sectors, CUNY enrolled the highest percentage of minority students during the 1986-87 academic year, with 57.8 percent of its total enrollment. The proprietary sector, with minority students representing 39.4 percent of its first-time freshmen, had the second largest percentage of its total enrollment made up of minority students at 37.2 percent. Minority students represented almost 19.3 percent of the first-time freshmen and 16.4 percent of total enrollments at independent institutions. For SUNY, 11.2 percent of the total enrollment consisted of minority students during the 1986-87 academic year, and 10.4 percent of its first-time freshmen were minority students. For SUNY and the independent institutions, minorities comprised a somewhat smaller share of its first-time freshman enrollment in 1986 than they did in 1984. In the independent sector, this decrease was explained largely by the decreased Black participation, since these institutions were able to increase the percentages of Hispanics and other minorities among their 1986 first-time freshman enrollments. **(Tables 25 and 27)**

Although the above information on the distribution of minority students by sector is interesting, it should be interpreted with caution. Many, if not most, postsecondary institutions draw their students from local communities and regions. Thus, it should be expected that the racial/ethnic composition of enrollments at particular institutions and sectors would reflect the demographic population within their particular community or region.

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[3] Minority enrollment includes Black and Hispanic students only.

[4] Includes both full-time and part-time enrollments. Data regarding racial/ethnic origins are not always precise since students cannot be required to report this information.

During 1986-87, the State's postsecondary institutions awarded 173,200 degrees. Overall, since 1978-79, the percentage of Blacks, Hispanics and other minorities receiving degrees has increased at all levels of degrees. However, of particular concern is the fact that as the degree level becomes more advanced (from associate through doctoral degrees), the percentages of Blacks and Hispanics receiving degrees decrease. For example, in 1986-87, Blacks received 10.3 percent of the associate degrees awarded, 7.9 percent of the bachelor's degrees, 6.0 percent of the master's degrees and only 3.3 percent of the doctorates awarded. Blacks and Hispanics together represented only 8.4 percent of those receiving first professional degrees during that academic year.

An analysis of the degrees awarded by gender shows that females received 6 out of 10 associate degrees but only 4 out of 10 doctorates. The gender distribution for first professional degrees is comparable to that of doctoral degrees. **(Tables 28A-E)**

High School Completion and Employment

Analysis of U. S. Census and Current Population Survey data indicates the statistics for New York State residents 25 years of age and older with less than four years of high school have shown improvement during the period 1980 and 1987. Among Blacks, Hispanics and whites, the percentages of adults without high school diplomas have decreased. For Blacks, the percentage decreased 6.6 points in the six-year period; for Hispanics, the percentage decreased 9.4 points, and for whites, 7.7 percentage points. Blacks and Hispanics continue to have higher percentages of high school noncompletion than whites. For example, in 1987, 48.6 percent of Hispanic adults and 35.8 percent of Black adults did not have four years of high school. These numbers compare to 23.6 percent for white adults. **(Table 29)**

The economic value of a high school diploma compared to the long-term financial costs of dropping out is well demonstrated. The labor market opportunities for dropouts are poor. Dropouts generally have higher unemployment rates and are less likely to be seeking work than their high school graduate counterparts. For 1987, the State unemployment rate for persons 16-19 years old (typically, many of these persons were dropouts) was 12.1 percent. This was almost three times higher than the unemployment rate for persons 20 years of age and older. Black and Hispanic teenagers had twice the unemployment rates of their white counterparts. **(Table 29A)**

Current Population Survey data for October 1985 indicated that dropouts who were employed earned wages about one-third lower than employed high school graduates. Dropouts were also employed in lower skilled jobs, in jobs with poorer working conditions, and in jobs with impaired access to more preferred occupations. High school graduates were more likely to work in jobs with varied tasks, to have opportunities for independent work, and to feel their jobs were important.[5]

The advantages in employment prospects held by high school graduates compared to high school dropouts are diminished for young people living in very poor communities. According to Welsh,[6] high school graduates residing in census tracts which have more than 40 percent poor residents were just as likely to be unemployed as high school dropouts in census tracts with only 20 percent poverty. Michelle Fine, noting a similar correlation among dropout rates, poor communities, minority status and unemployment, questioned whether the absence of a high school diploma only obscures what would otherwise be the obvious conditions of structural unemployment, underemployment, and marginal employment disproportionately endured by minorities, women, and low-income individuals.[7]

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[5] U. S. General Accounting Office, School Dropouts: The Extent and Nature of the Problem, pp. 22-27.

[6] James B. Welsh, "Characteristics of High Poverty Areas in New York State," p. 16.

[7] Michelle Fine, "Why Urban Adolescents Drop Into and Out of Public High School," p. 407.

TABLE 25

DEGREE-CREDIT ENROLLMENT* BY RACIAL/ETHNIC GROUP, SECTOR AND LEVEL

NEW YORK STATE

1986-87

Sector/Level	Total	Black	Hispanic	Other Minority**	White
State University					
Four-year or more	193,457	6.5%	3.2%	3.5%	86.8%
Two-year	171,815	5.7	2.0	1.5	90.8
Total	365,272	6.1	2.6	2.5	88.8
City University					
Four-year or more	127,600	27.2%	16.2%	9.1%	47.5%
Two-year	55,050	33.1	29.7	7.0	30.2
Total	182,650	29.0	20.4	8.4	42.2
Independent					
Four-year or more	386,773	7.6%	4.5%	4.1%	83.8%
Two-year	12,266	15.2	5.0	2.5	77.3
Total	399,039	7.8	4.5	4.1	83.6
Proprietary					
Four-year or more	5,433	7.5%	4.7%	4.3%	83.5%
Two-year	22,780	27.4	12.9	2.2	57.5
Total	28,213	23.3	11.2	2.7	62.8
All Students					
Four-year or more	713,263	10.9%	6.3%	4.8%	78.0%
Two-year	261,911	13.6	8.9	2.8	74.7
Total	975,174	11.6	7.0	4.3	77.1

*Includes both full-time and part-time students. Excludes students classified as Nonresident Alien.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 25A

ENROLLMENT AND COMPLETIONS IN NONDEGREE GRANTING PROPRIETARY INSTITUTIONS

NEW YORK STATE

1982-83 TO 1986-87

Year	Enrollment	Completions
1986-87	148,848	55,231
1985-86	166,464	51,502
1984-85	152,344	58,077
1983-84	147,440	63,625
1982-83	124,583	53,174

TABLE 26
TRENDS IN COLLEGE-GOING RATE
NEW YORK STATE
1973 TO 1987

Category	Entering Postsecondary Education in the Fall of						
	1973	1978	1983	1984	1985	1986	1987
Percent of Public High School Graduates Entering							
Degree-Granting Institutions							
4-year	35.2%	35.6%	37.8%	39.6%	40.9%	42.2%	42.6%
2-year	25.5	24.2	27.1	26.2	25.9	25.4	26.3
Total	60.7	59.8	64.9	65.8	66.8	67.6	68.9
Other Postsecondary	4.4	3.9	4.2	4.1	3.9	3.8	3.5
Total Postsecondary	65.1%	63.7%	69.1%	69.9%	70.7%	71.4%	72.4%
Percent of Nonpublic High School Graduates Entering							
Degree-Granting Institutions							
4-year	57.7%	60.7%	66.0%	66.2%	68.3%	68.2%	68.8%
2-year	20.3	16.7	16.6	16.5	14.6	14.7	15.1
Total	78.0	77.4	82.6	82.7	82.9	82.9	83.9
Other Postsecondary	5.8	5.6	4.7	5.0	5.2	5.1	4.8
Total Postsecondary	83.8%	83.0%	87.3%	87.7%	88.1%	88.0%	88.7%
Percent of Public and Nonpublic High School Graduates Entering							
Degree-Granting Institutions							
4-year	38.8%	39.0%	42.0%	43.7%	45.2%	46.3%	46.7%
2-year	24.6	23.1	25.5	24.7	24.1	23.7	24.5
Total	63.4	62.1	67.5	68.4	69.3	70.0	71.2
Other Postsecondary	4.7	4.1	4.3	4.2	4.1	4.0	3.7
Total Postsecondary	68.1%	66.2%	71.8%	72.6%	73.4%	74.0%	74.9%

TABLE 26A

DISTRIBUTION OF PUBLIC HIGH SCHOOL GRADUATES BY MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1986-87

Location/Minority Composition of School	Percent to 4-Year College	Percent to 2-Year College	Percent to Other Postsecondary
New York City			
0 - 20 Percent	69.3%	10.9%	3.3%
21 - 40 Percent	59.7	22.0	2.7
41 - 60 Percent	56.6	21.3	4.0
61 - 80 Percent	50.7	26.2	3.5
81-100 Percent	42.2	25.5	5.1
Total	51.7	22.6	4.1
Other Large Cities*			
0 - 20 Percent	**	**	**
21 - 40 Percent	40.5%	22.5%	4.3%
41 - 60 Percent	26.2	25.2	9.1
61 - 80 Percent	39.4	19.9	2.7
81-100 Percent	16.0	20.0	1.5
Total	32.9	23.1	6.0
Rest of State			
0 - 20 Percent	40.3%	28.0%	3.0%
21 - 40 Percent	41.7	25.9	3.6
41 - 60 Percent	38.0	24.8	6.0
61 - 80 Percent	37.9	19.1	8.1
81-100 Percent	39.2	19.7	6.4
Total	40.3	27.6	3.2
Total State			
0 - 20 Percent	41.1%	27.5%	3.1%
21 - 40 Percent	49.4	23.8	3.3
41 - 60 Percent	47.4	22.8	5.3
61 - 80 Percent	47.4	24.3	3.8
81-100 Percent	41.5	24.7	5.2
Total	42.6	26.3	3.5

* Buffalo, Rochester, Syracuse and Yonkers.
** No high schools in this category.

Minority Composition = Black and Hispanic Enrollment divided by Total Enrollment (Grades 9-12)

TABLE 27

ENROLLMENT OF FIRST-TIME FRESHMEN* IN NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

FALL 1982, 1984 and 1986

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
Fall 1982	77,177	5.7%	2.5%	2.1%	89.7%	48.3%	51.7%
Fall 1984	73,810	7.0	2.9	2.3	87.8	47.9	52.1
Fall 1986	71,793	5.6	2.5	2.3	89.6	46.9	53.1
City University of New York							
Fall 1982	31,469	NOT AVAILABLE***				42.8	57.2
Fall 1984	28,699					42.0	58.0
Fall 1986	26,159					41.9	58.1
Independent							
Fall 1982	55,037	10.7	5.4	3.5	80.4	49.5	50.5
Fall 1984	56,513	9.8	5.2	3.7	81.3	48.7	51.3
Fall 1986	54,502	8.7	6.2	4.4	80.7	48.2	51.8
Proprietary							
Fall 1982	10,599	25.4	12.0	1.7	60.9	22.9	77.1
Fall 1984	10,887	26.5	11.6	1.4	60.5	28.3	71.7
Fall 1986	8,724	25.0	12.3	2.1	60.6	23.9	76.1
Total							
Fall 1982	174,282	NOT AVAILABLE***				46.1	53.9
Fall 1984	169,909					45.9	54.1
Fall 1986	161,178					45.3	54.7

*Includes both full-time and part-time students.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

***Data are not available from CUNY's current data collection. The collection has been revamped for 1989-90 to provide this information.

TABLE 28A

ASSOCIATE DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1980-81 and 1986-87

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	30,136	2.5%	1.1%	0.8%	95.6%	48.2%	51.8%
1980-81	30,919	3.1	1.1	1.0	94.8	45.6	54.4
1986-87	28,614	4.1	1.7	1.5	92.7	42.9	57.1
City University of New York							
1978-79	7,963	33.2	16.9	4.1	45.8	40.1	59.9
1980-81	7,031	34.1	19.2	4.5	42.2	38.9	61.1
1986-87	7,055	28.6	26.3	6.9	38.2	33.5	66.5
Independent							
1978-79	6,038	10.2	4.0	0.9	84.9	49.2	50.8
1980-81	6,614	9.2	5.3	1.2	84.3	45.0	55.0
1986-87	6,060	14.2	5.9	2.2	77.7	40.1	59.9
Proprietary							
1978-79	3,300	16.3	5.4	1.0	77.3	35.1	64.9
1980-81	3,105	17.8	8.7	1.3	72.2	24.8	75.2
1986-87	4,501	23.4	12.9	3.1	60.6	25.0	75.0
Total							
1978-79	47,437	9.9	4.6	1.4	84.1	46.1	53.9
1980-81	47,669	9.9	5.1	1.6	83.4	43.2	56.8
1986-87	46,230	10.3	6.3	2.4	81.0	39.3	60.7

*Excludes degrees awarded to students classified as Nonresident Alien.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 28B

BACHELOR'S DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1980-81 and 1986-87

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	25,448	3.4%	1.2%	1.2%	94.2%	48.8%	51.2%
1980-81	24,385	3.2	1.2	1.8	93.8	47.9	52.1
1986-87	25,444	4.1	1.9	2.7	91.3	45.6	54.4
City University of New York							
1978-79	13,236	23.1	10.2	5.3	61.4	45.4	54.6
1980-81	11,252	21.1	12.1	5.7	61.1	43.0	57.0
1986-87	8,860	26.3	14.3	10.0	49.4	41.6	58.4
Independent							
1978-79	45,665	6.5	2.3	1.8	89.4	52.4	47.6
1980-81	46,555	6.7	3.1	2.5	87.7	50.3	49.7
1986-87	49,203	6.5	4.3	3.8	85.4	47.1	52.9
Proprietary							
1978-79	359	7.0	3.8	0.9	88.3	53.8	46.2
1980-81	380	5.5	5.0	2.1	87.4	47.1	52.9
1986-87	457	5.4	3.9	4.3	86.4	46.8	53.2
Total							
1978-79	84,708	8.4	3.3	2.2	86.1	50.3	49.7
1980-81	82,572	7.8	3.9	2.7	85.6	48.6	51.4
1986-87	83,964	7.9	4.6	4.2	83.3	46.1	53.9

*Excludes degrees awarded to students classified as Nonresident Alien.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 28C

MASTER'S DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1980-81 and 1986-87

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	6,316	3.3 %	1.5 %	1.5%	93.7 %	42.4%	57.6%
1980-81	5,677	3.3	3.0	1.9	91.8	43.1	56.9
1986-87	5,595	3.1	1.7	2.5	92.7	41.5	58.5
City University of New York							
1978-79	3,102	12.1	6.0	3.2	78.7	37.4	62.6
1980-81	3,020	15.2	6.2	3.7	74.9	34.8	65.2
1986-87	3,427	13.8	7.4	5.1	73.7	36.7	63.3
Independent							
1978-79	24,320	7.6	2.8	2.9	86.7	49.8	50.2
1980-81	23,750	6.2	3.4	3.2	87.2	48.0	52.0
1986-87	23,699	5.4	3.6	4.6	86.4	46.6	53.4
Proprietary							
1978-79	--	--	--	--	--	--	--
1980-81	--	--	--	--	--	--	--
1986-87	37	--	3.3	--	96.7	40.5	59.5
Total							
1978-79	33,738	7.3	2.9	2.7	87.1	47.3	52.7
1980-81	32,447	6.7	3.6	3.0	86.7	45.9	54.1
1986-87	32,758	6.0	3.8	4.3	85.9	44.6	55.4

*Excludes degrees awarded to students classified as Nonresident Alien.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 28D

DOCTORAL DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1980-81 and 1986-87

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	831	3.9 %	0.5 %	3.1%	92.5 %	72.2%	27.8 %
1980-81	757	4.6	1.2	4.1	90.1	70.1	29.9
1986-87	776	1.7	2.1	6.1	90.1	64.4	35.6
City University of New York							
1978-79	261	4.8	13.9	6.0	75.3	59.8	40.2
1980-81	212	3.3	4.7	6.1	85.9	52.4	47.6
1986-87	232	6.3	1.1	6.8	85.8	56.0	44.0
Independent							
1978-79	2,306	3.5	2.4	2.7	91.4	65.0	35.0
1980-81	2,285	5.4	2.1	5.3	87.2	62.9	37.1
1986-87	2,340	3.5	3.6	6.4	86.5	61.6	38.4
Proprietary							
1978-79	--	--	--	--	--	--	--
1980-81	--	--	--	--	--	--	--
1986-87	--	--	--	--	--	--	--
Total							
1978-79	3,398	3.7	3.0	3.1	90.2	66.4	33.6
1980-81	3,254	5.0	2.1	5.1	87.8	63.9	36.1
1986-87	3,348	3.3	3.1	6.4	87.2	61.9	38.1

*Excludes degrees awarded to students classified as Nonresident Alien.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 28E

FIRST PROFESSIONAL DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1978-79, 1980-81 and 1986-87

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1978-79	967	5.8 %	1.5 %	1.4%	91.3 %	72.0%	28.0%
1980-81	1,065	3.1	2.2	1.7	93.0	69.3	30.7
1986-87	1,143	5.3	3.1	3.8	87.8	60.5	39.5
City University of New York							
1978-79	--	--	--	--	--	--	--
1980-81	--	--	--	--	--	--	--
1986-87	138	10.9	12.3	6.5	70.3	37.7	62.3
Independent							
1978-79	5,299	3.0	1.4	1.1	94.5	71.1	28.9
1980-81	5,418	3.2	2.2	1.5	93.1	68.1	31.9
1986-87	5,661	4.2	3.8	3.8	88.2	61.6	38.4
Proprietary							
1978-79	--	--	--	--	--	--	--
1980-81	--	--	--	--	--	--	--
1986-87	--	--	--	--	--	--	--
Total							
1978-79	6,266	3.4	1.5	1.2	93.9	71.2	28.8
1980-81	6,483	3.2	2.2	1.5	93.1	68.3	31.7
1986-87	6,942	4.6	3.8	3.8	87.8	60.9	39.1

*Excludes degrees awarded to students classified as Nonresident Alien.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 29

PERSONS 25 YEARS OF AGE AND OLDER WITH LESS THAN FOUR YEARS OF HIGH SCHOOL

NEW YORK STATE
1980 AND 1987

Race/Gender	1980	1987
White (Total)	31.3%	23.6%
Male	30.1	22.6
Female	32.2	24.5
Black (Total)	42.4%	35.8%
Male	42.2	35.3
Female	42.6	36.2
Hispanic (Total)*	58.0%	48.6%
Male	55.8	43.7
Female	59.8	52.4

*Hispanic individuals are also included in the figures for the categories Black and White.

SOURCE: U.S. Census of the Population, 1980 and March 1987 Current Population Survey.

TABLE 29A

UNEMPLOYMENT RATE OF THE CIVILIAN POPULATION BY AGE GROUP, RACE/ETHNIC GROUP AND GENDER

NEW YORK STATE

1987

Age Group	Total	Race/Ethnic Group			Gender	
		Black	White	Hispanic*	Male	Female
16 Years of Age and Older	4.9%	9.3%	4.2%	8.3%	4.4%	5.2%
16 - 19 Years of Age	12.1	22.9	10.6	23.6	11.7	12.6
20 Years of Age and Older	4.4	8.6	3.8	7.4	4.0	4.8

*Hispanic individuals are also included in the figures for the categories Black and White.

SOURCE: U.S. Bureau of Labor Statistics, Current Population Survey.

PUBLIC SCHOOL TEACHERS AND ADMINISTRATORS

Classroom teachers and school administrators are the persons most responsible for establishing expectations for students and for transmitting to students the knowledge, skills, and aspirations needed for academic success. The interaction between students and teachers is the core of the learning experience. Therefore, teachers must be well prepared and effective in communicating with students in order to nurture an educational environment of the highest quality within the schools.

During 1987-88, almost 177,000 persons were teaching in New York State's public school classrooms. An additional 36,200 people held other professional positions in the schools across the State, including superintendents, principals, department chairpersons and support services staff. The number of classroom teachers and other professionals has been steadily increasing since 1982-83, although this increase during the most recent five-year period was immediately preceded by a five-year decline in the number of both classroom teachers and other professionals. **(Table 30)**

The net effect over the ten-year period is an increase of 6,200 teachers in the classrooms (a 3.6 percent increase in the size of the teaching force) and an additional 10,300 other professionals (a 40.0 percent increase). During this same ten-year period, student enrollment in public schools has declined approximately 10.1 percent. Together, these two trends have resulted in reduced teacher/pupil and professional staff/pupil ratios and have led to smaller public school classes.

In 1982-83, on a statewide average, districts employed one classroom teacher[1] for every 17.3 students; in 1987-88 the ratio was 1:14.5. Among professional staff in pupil personnel services, during 1982-83, districts statewide employed approximately 4.4 professionals for every 1,000 students; in 1987-88 that number was 5.4 professionals.

In New York City the teacher/pupil ratio during 1987-88 was not quite as favorable as the statewide average. New York City employed one classroom teacher for every 17.1 students. However, in the other Big 5 districts the ratio was more favorable, with one teacher for every 13.9 students. This pattern also holds for pupil personnel/student ratios, with New York having 4.5 professionals for every 1,000 students and the other Big 5 districts having 5.9 staff for the same number of students. **(Tables 31A and 39)**

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[1] The denominator in each ratio is total staff, that is, full-time and part-time.

The number of public school students enrolled in seven major courses[2] over the past eight years indicates a consistent decrease in the average size of classes in these courses. Statewide, the smallest decrease in average class size was in kindergarten classes, where the average number of youngsters is one less child in 1987-88 than in 1980-81 (from 22.9 21.9 children). The largest decrease in average class size was in business mathematics. This course enrolled an average 24.2 students per class in 1980-81 compared to 21.0 students in 1987-88.

New York City public schools made significant improvements in average class size during the period of 1980-81 to 1987-88. Of particular note are decreases for classes in the elementary grades (4.2 fewer students per class), English 9 (3.6 fewer students per class), and business mathematics (3.2 fewer students). The other Big 5 city public schools experienced most improvement during this period in English 7 (3.5 fewer students per class), business mathematics (3.1 less students per class), and U. S. history (2.7 fewer students). **(Table 31)**

Racial/Ethnic Composition

The minority composition of the State's public school professional force, like that of their students, has been increasing since 1970-71, when Blacks and Hispanics represented only 4.6 percent of all classroom teachers and 5.0 percent of all professional staff. During the 1987-88 academic year, these two minority groups comprised 12.2 percent of teachers -- almost a threefold increase. Also during 1987-88, Blacks and Hispanics comprised 11.3 percent of all professional staff -- more than twice the percentage they presented in 1970-71. The statewide total, however, masks significant concentrations of minority teaching staffs in the Big 5 districts. Blacks and Hispanics comprise 29.0 percent of New York City's professional staff and 17.7 percent of the professional staff in the other Big 5 districts. These numbers compare with 2.7 percent for the remaining districts in the State. In fact, during 1986-87 almost half (369) of the State's school districts had no minority professional staff. **(Table 32)**

Even though the percentage of minority professional staff has been increasing over the last 18 years, the 1987-88 racial/ethnic composition of teachers and other professional staff is not comparable to the racial/ethnic distribution of their students:

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[2] The seven courses included in this analysis were: kindergarten, grade 1-6, English 7, English 9, Regents biology, U. S. history, and business mathematics.

Racial/Ethnic Composition of Professional Staff and Students
New York State Public Schools

1987-88

District Type	Enrollment	Teachers	Other Prof Staff
New York City			
Black	38.5%	18.3%	17.8%
Hispanic	34.0	8.7	8.6
Other Minorities	7.0	1.5	1.8
White	20.5	71.5	71.8
Other Big 5			
Black	44.3	13.2	19.4
Hispanic	11.0	2.5	3.6
Other Minorities	2.4	0.7	1.0
White	42.3	83.6	76.0
Rest of State			
Black	6.4	2.1	2.2
Hispanic	2.8	0.5	0.5
Other Minorities	2.0	0.2	0.2
White	88.8	97.2	97.1

The above table demonstrates two important facets of concern regarding the adequacy of the racial/ethnic composition of the State's teaching force. First, when the data are disaggregated, the discrepancy in the race/ethnic composition between student and teacher is greatest for Hispanics. Second, the issue of race/ethnic comparability is greatest in New York City.

Certification Status

An analysis of the certification status of the teaching force indicates that teachers in New York State are, as a group, well prepared, with 80.0 percent of teachers holding permanent certification. The minimum requirements for this class of certification are a master's degree and two years' teaching experience. Several key curriculum areas where the percentage of permanently certified teachers is below the statewide average are bilingual education (53.9 percent), English as a second language (60.9 percent), humanities/performing arts (67.7 percent), and several special education fields (50.8-75.5 percent). These same curriculum areas, logically, have the highest percentages of teachers teaching subjects in which they are not certified.

Among nonteaching public school professional personnel, the percentage of those with permanent certification status is also quite high, although there is a difference between administrators and pupil personnel staff. Almost all superintendents have permanent certification; the percentages for specific fields range from 97.4 percent for assistant superintendent specialists to 99.7 percent for superintendents in dependent districts. The percentages of principals with permanent certification range from 71.3 percent for assistant special school principals to 95.4 percent for middle school principals. Pupil personnel staff include attendance teachers, school psychologists, social workers, guidance counselors, nurse-teachers, school nurses, and dental hygienists. As a group, persons in these fields have somewhat lower percentages of permanent certification compared to administrators, ranging from 63.7 percent for social workers to 91.8 percent for nurse-teachers. **(Table 34)**

Gender Composition

Two-thirds of the current teachers are females, but they are generally concentrated in selected curriculum areas. These are prekindergarten, kindergarten, common branch elementary grades, home economics and special education. Males tend to hold higher percentages of teaching positions in occupational education subfields, safety education, social studies, and science. **(Table 33)**

Among nonteaching professionals, males and females experience relative equity statewide when the statistics for all professional positions are aggregated. Males hold 52.2 percent of all nonteaching professional positions and females the remaining 47.5 percent. However, when the statistics are broken out by specific subfields, there are very distinct differences.

Males hold significantly greater percentages of leadership positions (defined to include superintendents, principals and department chairpersons). In fact, in the 1987-88 school year, 96.2 percent of independent school district superintendents and 93.8 percent of dependent district superintendents were males. Females were only marginally better represented in the deputy and assistant superintendent fields, comprising between 17.7 percent and 23.0 percent of all persons employed in these fields. Among principals and department chairs, females fare somewhat better, although they approach parity with males only in the professional fields of assistant special school principal (57.7 percent female and 42.3 percent male) and assistant elementary school principal (48.5 percent female and 51.5 percent male).

Females clearly predominate in the professional support services positions (defined to include nurse-teacher, school nurse, dental hygienist, social worker, attendance teacher, guidance counselor, and school psychologist). There were so few males employed in the fields of nurse-teacher, school nurse, and dental hygienist that the State Education Department reported these fields as 100.0 percent female. Males do hold the majority of positions as attendance teachers (68.2 percent male and 31.8 percent female). In the remaining professional pupil services fields, females hold the majority of positions in varying percentages. **(Table 34)**

Salary

The largest component of educational expenditures consists of the salaries paid instructional staff. For 1986-87, instructional staff salaries represented approximately 55.5 percent of the expenditures made by local school districts. The median salary of public school teachers during the following year, 1987-88, was $34,500, an increase of 38 percent from five years ago ($25,000). When median teacher salaries are adjusted for inflation and disaggregated by degree status and years of experience, the rate of salary increases appears to be somewhat less. Median salaries for new teachers (those with only one year's experience) increased 39 and 31 percent, depending on degree status between 1982-83 and 1987-88. For teachers with ten years' and 16-20 years' experience, the median salary increased between 8 and 13 percent, again, depending on degree status.

Calculating a statewide median salary, while useful, masks regional differences in salary schedules. For example, during 1987-88 the statewide median salary for teachers with a bachelor's degree and ten years' experience was $24,280. However, average regional salaries for these teachers ranged from a low of $20,265 in the central Southern Tier to a high of $27,565 in Nassau and Suffolk counties -- a difference of $7,300. The difference in the lowest and highest average regional salaries among a given group of teachers increased as the highest degree held by the teachers increased. For teachers with a master's degree and 30 or more graduate credits or with a doctorate and ten years' experience, the difference in the endpoints of the average regional salary range was approximately $15,000 -- twice that of teachers with comparable experience but holding only a bachelor's degree. **(Tables 35, 35A and 35B)**

Experience

The State's teaching force, as a whole, is also highly experienced. In 1987-88, the average teacher statewide had 16 years' experience in the classroom. New York City teachers were only slightly less experienced, having taught for an average of 14 years. Five years earlier, teachers statewide had, on the average, 14 years of experience. **(Table 39)**

In-service Education

The major support for in-service training of education professionals is the State-funded Teacher Resource and Computer Training Centers. The centers were created by the Legislature in 1984 to provide school districts and teachers of the State with an opportunity to develop systematic, ongoing in-service training programs, to assure the dissemination and application of educational research developments to classroom instruction, and to develop new curricula and curricular materials specifically designed to meet the educational needs of students as identified by teachers themselves. The teacher center concept is a collaborative one, involving teachers, school administrators, higher education representatives, business and industry, and parents.

Specific major activities currently undertaken by the teacher centers include training in: instructional methodologies; student assessment strategies; computer literacy, applications and software evaluation; use of video and telecommunications technology; curriculum development; and application of educational research. Other important activities are helping teachers stay abreast of current developments in their curriculum areas, especially in the sciences, mathematics and technology fields, and maintaining resource libraries.

In the initial year of the program, 1984-85, State funds totaling $3.5 million supported the activities of 44 centers statewide. During this current year 1988-89, the program had expanded to include 99 centers funded by an appropriation of $15.0 million. These 99 centers serve over 200,000 teachers and other education professionals employed by 600 school districts and 35 BOCES.

Now in its fifth year of operation, the New York State Teacher Resource and Computer Training Centers program has had an important impact on staff development services available to teachers. The program has resulted in a significant increase in the number and variety of professional development services easily accessible to teachers which are offered in a cost-effective manner. The centers have helped promote among participating teachers an attitude of ownership for their own professional development and a decreased sense of isolation from colleagues. The centers have also been instrumental in establishing a number of cooperative relationships among teachers, school administrators, area colleges, parent and community groups, and local business and industry. Finally, administrators and supervisors in participating districts report that there has been a very significant increase in classroom use and requests for computer hardware and software and other technological equipment.

Turnover

Across the State, approximately 11 percent of the teachers who had taught in public schools during 1986-87 did not return to teaching for the 1987-88 academic year. The curriculum areas experiencing the highest turnover rates were handicapped education (15 percent), foreign languages (14 percent) and elementary education grades K-6 (11 percent). This meant that for a majority of the vacated positions, school districts had to hire replacements (some positions may have been excessed). **(Table 36)**

A significant portion of the candidates for these teaching vacancies came from a pool of people recently certified. In 1987, the Department issued approximately 28,100 teacher certificates and 3,900 administrator certificates. The most teaching certificates were awarded in elementary education grades N-6 (36.3 percent), handicapped education (19.6 percent), secondary school science (8.1 percent), and secondary school English (5.4 percent). Together, these four curriculum areas accounted for seven out of ten certificates awarded (69.4 percent). **(Table 37)**

The gender distribution of certificate awards, to a large degree, mirrors the gender distribution of the current teaching force. Females received almost all the certificates issued in handicapped education (90 percent), elementary education (92 percent) and home economics (98 percent). These are all fields in which females are generally concentrated as part of the total teaching force. The only disciplines in which certificates were awarded to a majority of males were industrial arts (94 percent), vocational education (57 percent) and social studies (52 percent) -- all areas in which males represent significant percentages of the current work force.

Of administrator certificates issued during 1987, females received 56 percent of those issued in the area of school district administrator and 58 percent of those issued in the area of school administrator and supervisor. These percentages are in sharp contrast to the percentages of females who are currently employed in professional fields requiring those certificates. **(Table 37)**

Data on the race/ethnicity of persons receiving teacher and administrator certificates are not currently available but may be available beginning in 1989. However, the Department does have data from Fall 1986 concerning the race/ethnicity of "new teacher hires." These data indicate that school districts are acting affirmatively in their recent hiring decisions. In both New York City and the remainder of the State, districts are hiring higher percentages of Blacks, Hispanics and other minorities than the percentages these populations represent in the total teaching force. **(Table 38)**

New York City Teachers

A comparison of the New York City teaching force to those of the other Big 5 districts and the remaining districts on several key characteristics previously reviewed indicates that the New York City teaching force is somewhat less stable than in other districts. New York City has:

-- the highest average pupil/teacher ratio: almost 25 percent higher than either the other Big 5 or remaining districts;

-- the highest teacher turnover rate: approximately one-third higher than the other Big 5 districts and two-thirds higher than the rest of the State;

-- the lowest percentage of teachers with permanent certification or licensure: 67.5 percent compared to 81.1 percent for the other Big 5 districts and 86.0 percent for the rest of the State;

-- the highest percentage of teachers teaching subjects for which they are not certified or licensed (7.6 percent); more than three times greater than either the other Big 5 districts (2.3 percent) or the rest of the State (2.0 percent); and

-- the highest median classroom teacher salary among the three types of districts into which all districts statewide are categorized:[3] almost $3,500 higher than the median salary in the other Big 5 districts and almost $5,000 greater than in districts outside the large urban areas. **(Table 39)**

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[3] These three categories are New York City, other Big 5 (Buffalo, Rochester, Syracuse and Yonkers) and the rest of the State.

TABLE 30

PROFESSIONAL STAFF IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS

NEW YORK STATE

1971-72 TO 1987-88

Year	Classroom Teachers	Other Professional Staff	Total Professional Staff
1987-88	176,910	36,177	213,087
1986-87	170,354	29,713	200,067
1985-86	169,615	26,462	196,077
1984-85	165,649	26,000	191,649
1983-84	163,670	26,097	189,767
1982-83	161,727	24,724	186,451
1981-82	163,174	25,711	188,885
1980-81	163,837	25,963	189,800
1979-80	167,290	27,627	194,917
1978-79	170,616	26,063	196,679
1977-78	170,706	25,840	196,546
1976-77	168,814	24,229	193,043
1975-76	177,486	26,500	203,986
1974-75	185,337	26,503	211,840
1973-74	182,578	26,683	209,261
1972-73	182,522	25,488	208,010
1971-72	181,558	26,996	208,554

TABLE 31

PUBLIC SCHOOL AVERAGE CLASS SIZE IN SELECTED COURSES

NEW YORK STATE

1980-81 TO 1987-88

Course/Year	N.Y.City	Other "Big 5" Cities*	Rest of State	Total State
Kindergarten				
1980-81	25.0	23.6	22.2	22.9
1985-86	24.9	23.5	21.0	23.3
1987-88	24.6	23.6	20.7	21.9
Grades 1 - 6				
1980-81	31.5	24.9	23.4	25.8
1985-86	27.9	24.1	22.1	24.1
1987-88	27.3	24.5	22.1	23.7
English 7				
1980-81	31.4	25.6	23.5	25.4
1985-86	29.7	23.4	21.4	23.6
1987-88	29.7	22.1	20.8	23.3
English 9				
1980-81	31.5	25.3	23.2	25.2
1985-86	28.9	24.5	21.8	23.7
1987-88	27.9	23.0	20.3	22.4
Biology-Regents				
1980-81	33.0	25.9	23.8	26.0
1985-86	31.4	26.4	23.6	25.8
1987-88	31.0	25.2	22.3	24.6
U.S.History				
1980-81	31.7	27.1	23.8	25.7
1985-86	29.9	24.6	22.3	24.3
1987-88	29.9	24.4	21.5	24.1
Business Math				
1980-81	31.7	22.7	22.6	24.2
1985-86	26.4	22.4	21.0	21.6
1987-88	28.5	19.6	19.3	21.0

*Buffalo, Rochester, Syracuse and Yonkers.

TABLE 31A

PUBLIC SCHOOL PUPIL PERSONNEL SERVICES STAFF PER 1000 STUDENTS

NEW YORK STATE

1987-88

Location	FTE Staff Per 1000 Students
New York City	4.5
Other "Big 5" Cities*	5.9
Rest of State	5.2
Total State	5.4

*Buffalo, Rochester, Syracuse and Yonkers.

TABLE 32
PERCENT DISTRIBUTION OF PUBLIC SCHOOL PROFESSIONAL STAFF BY RACIAL/ETHNIC ORIGIN
NEW YORK STATE
1970-71 TO 1987-88

School Year	New York City				Other "Big 5" Cities*				Rest of State				Total State			
	Black	Hispanic	Other Minority**	White	Black	Hispanic	Other Minority**	White	Black	Hispanic	Other Minority**	White	Black	Hispanic	Other Minority**	White
1970-71																
Classroom Teachers	7.8%	1.3%	0.4%	90.5%	9.0%	0.4%	0.2%	90.4%	1.5%	0.3%	0.2%	98.0%	4.0%	0.6%	0.2%	95.2%
Principals	7.8	0.9	0.1	91.2	8.7	--	--	91.3	0.9	0.1	0.1	98.9	2.9	0.2	0.1	96.8
Other Professional Staff	12.8	2.8	0.2	84.2	9.3	0.5	0.2	90.0	2.7	0.4	0.4	96.5	6.4	1.2	0.4	92.0
Total Professional Staff	8.5	1.6	0.3	89.6	9.0	0.4	0.3	90.3	1.7	0.3	0.2	97.8	4.3	0.7	0.3	94.7
1980-81																
Classroom Teachers	12.0	5.3	0.7	82.0	12.3	1.9	0.4	85.4	2.0	0.4	0.2	97.4	5.5	2.0	0.4	92.1
Principals	19.6	5.2	0.5	74.7	19.5	1.5	--	79.0	2.3	0.2	0.2	97.3	7.4	1.5	0.3	90.8
Other Professional Staff	10.7	3.7	0.4	85.2	13.5	2.6	0.8	83.1	7.3	2.0	0.8	89.9	8.1	2.2	0.9	88.8
Total Professional Staff	12.0	5.2	0.6	82.2	12.7	2.0	0.5	84.8	3.0	0.7	0.4	95.9	6.0	2.0	0.5	91.5
1985-86																
Classroom Teachers	17.4	7.8	1.2	73.6	13.9	2.4	0.8	82.9	2.0	0.4	0.3	97.3	7.9	3.0	0.6	88.5
Principals	19.9	7.7	1.0	71.4	25.0	2.2	0.5	72.3	2.7	0.3	0.1	96.9	8.2	2.3	0.4	89.1
Other Professional Staff	17.6	7.1	2.0	73.3	14.9	2.8	0.8	81.5	3.1	0.5	0.5	95.9	9.6	3.4	1.2	85.8
Total Professional Staff	17.5	7.7	1.3	73.5	14.3	2.4	0.7	82.6	2.2	0.4	0.3	97.1	8.2	3.1	0.7	88.0
1987-88																
Classroom Teachers	18.3	8.7	1.5	71.5	13.2	2.5	0.7	83.6	2.1	0.5	0.2	97.2	8.1	3.4	0.7	87.8
Principals	20.1	8.0	1.0	70.9	25.5	3.8	0.6	70.1	3.1	0.4	0.2	96.3	8.5	2.5	0.4	88.6
Other Professional Staff	17.8	8.6	1.8	71.8	19.4	3.6	1.0	76.0	3.1	0.8	0.4	95.7	10.4	4.2	1.1	84.3
Total Professional Staff	18.3	8.7	1.5	71.5	14.9	2.8	0.7	81.6	2.2	0.5	0.2	97.1	8.5	3.6	0.7	87.2

*Buffalo, Rochester, Syracuse and Yonkers.

**Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 33
CERTIFICATION STATUS AND GENDER OF PUBLIC SCHOOL TEACHERS BY PROFESSIONAL FIELD
NEW YORK STATE
1987-88

Professional Field	Certification Status			Gender	
	None	Provisional*	Permanent	Male	Female
Prekindergarten	3.1 %	22.6%	74.4%	1.7 %	98.3 %
Kindergarten	2.4	17.1	80.5	2.8	97.2
Common Branch	2.4	14.9	82.7	15.0	85.0
Gifted/Talented	2.6	9.4	87.9	14.0	86.0
Library	3.4	8.5	88.1	11.4	88.6
Learning Disabled	5.7	25.3	69.0	17.4	82.6
Autistic	9.8	39.4	50.8	21.2	78.8
Mentally Handicapped	5.5	22.5	72.0	22.4	77.6
Emotionally Handicapped	8.6	32.8	58.6	34.3	65.7
Physically Handicapped	3.1	21.4	75.5	8.1	91.9
Mixed Handicapped	4.3	22.6	73.0	19.2	80.8
Multiply Handicapped	9.6	28.6	61.7	18.5	81.5
Reading	2.4	8.8	88.8	18.1	81.9
English Language	3.6	12.9	83.5	37.1	62.9
Foreign Language	8.3	20.6	71.1	27.5	72.5
Bilingual Education	15.9	30.2	53.9	23.7	76.3
English as a Second Language	11.8	27.4	60.9	19.3	80.7
Mathematics	4.0	14.6	81.4	50.8	49.2
Science	5.8	16.1	78.2	67.2	32.8
Social Studies	3.8	12.2	84.0	69.4	30.6
Art	3.6	16.1	80.3	33.7	66.3
Music	2.6	18.9	78.5	49.8	50.2
Art/Music	3.3	21.0	75.7	44.7	55.3
Health Education	5.9	15.3	78.9	54.6	45.4
Health Occupations	9.9	14.6	75.5	9.4	90.6
Safety Education	1.2	5.5	93.3	93.3	6.7
Physical Education	2.1	14.3	83.6	59.5	40.5
Agriculture	4.5	18.2	77.3	83.0	17.0
Business/Marketing	3.4	14.5	82.1	39.2	60.8
Home Economics	4.2	13.5	82.4	7.5	92.5
Technology (Industrial Arts)	2.6	10.8	86.6	96.1	3.9
Trade Education	8.2	16.5	75.3	84.1	15.9
Technical Education	7.8	15.9	76.3	87.8	12.2
Occupational Education-General	4.2	14.8	81.1	53.7	46.3
Occupational Cooperative Work Exp.	4.6	10.1	85.3	49.3	50.7
General Coop. Work Experience	6.9	12.9	80.3	53.3	46.7
Instructional Technology	7.9	17.3	74.8	55.2	44.8
Humanities/Performing Arts	9.1	23.2	67.7	46.1	53.9
Combined Courses	6.3	22.3	71.4	45.8	54.2
Helping Teacher	6.2	15.1	78.7	42.5	57.5
Computer Studies	8.5	13.1	78.4	51.9	48.1
Summary of Teachers	3.7%	16.2 %	80.0%	33.8 %	66.2%

*Includes New York City Substitute and Probationary; Buffalo Temporary, Probationary and Provisional; New York State 5-Year Provisional.

TABLE 34
CERTIFICATION STATUS AND GENDER OF PUBLIC SCHOOL NONTEACHING PROFESSIONAL PERSONNEL BY PROFESSIONAL FIELD
NEW YORK STATE
1987-88

Professional Field	Certification Status			Gender	
	None	Provisional*	Permanent	Male	Female
Superintendent-Independent	0.3%	0.6%	99.2%	96.2%	3.8%
Superintendent-Dependent	0.3	--	99.7	93.8	6.2
Deputy or Associate Superintendent	2.7	1.8	95.5	77.0	23.0
Assistant Superintendent	1.6	0.5	97.9	82.3	17.7
Asst. Superintendent Specialist	1.3	1.3	97.4	79.7	20.3
Business Manager	33.1	4.7	62.2	79.0	21.0
Administrative Assistant	13.2	11.6	75.3	63.2	36.8
Director/Coordinator	10.4	6.9	82.7	58.0	42.0
Assistant Director/Coordinator	10.0	9.0	81.1	46.9	53.1
Supervisor	4.2	15.9	79.8	52.6	47.4
Attendance Teacher	10.1	21.1	68.8	68.2	31.8
School Psychologist	3.9	18.8	77.4	46.8	53.2
Social Worker	7.5	28.7	63.7	26.9	73.1
Guidance Counselor	3.9	18.8	77.3	46.6	53.4
**Nurse-Teacher	2.2	6.0	91.8	0.0	100.0
**School Nurse	9.0	1.7	89.3	0.0	100.0
**Dental Hygienist	8.3	5.6	86.1	0.0	100.0
Department Chairperson	15.9	9.0	75.1	65.0	35.0
Other Nonteaching Personnel	12.2	10.3	77.5	40.2	59.8
Other School Administrator	12.7	7.1	80.2	67.1	32.9
Elementary School Principal	0.9	6.8	92.4	69.3	30.7
Middle School Principal	0.3	4.3	95.4	90.2	9.8
Junior High School Principal	0.7	6.0	93.2	83.0	17.0
K-12 School Principal	4.1	10.2	85.7	77.6	22.4
Senior High School Principal	0.9	5.6	93.5	88.4	11.6
Junior-Senior High School Principal	1.3	5.5	93.2	91.6	8.4
Special School Principal	0.8	11.9	87.3	57.6	42.4
Asst. Elem. School Principal	1.5	22.2	76.3	51.5	48.5
Asst. Middle School Principal	1.8	14.8	83.4	76.7	23.3
Assistant Jr. H.S. Principal	2.0	15.3	82.6	80.6	19.4
Assistant K-12 School Principal	7.7	15.4	76.9	73.1	26.9
Assistant Sr. H.S. Principal	2.3	15.0	82.7	76.3	23.7
Assistant Jr.-Sr. H.S. Principal	5.2	19.6	75.2	76.6	23.4
Assistant Special School Principal	2.5	26.3	71.3	42.3	57.7
Summary of Nonteaching Personnel	7.2	11.9	80.9	52.5	47.5
SUMMARY OF ALL PROFESSIONAL PERSONNEL	4.6%	15.7%	79.7%	37.4%	62.6%

* Includes New York City Substitute and Probationary; Buffalo Temporary, Probationary and Provisional; New York State 5-Year Provisional.

** Excludes cities of New York, Buffalo and Rochester.

NOTE: Individuals may be counted in more than one field in this table. Row totals may not add to 100% due to rounding.

TABLE 35

MEDIAN SALARY OF PUBLIC ELEMENTARY AND SECONDARY SCHOOL CLASSROOM TEACHERS

NEW YORK STATE
1970-71 TO 1987-88

Year	Median Salary
1987-88	$34,500
1986-87	32,000
1985-86	30,490
1984-85	28,213
1983-84	27,319
1982-83	25,000
1981-82	23,437
1980-81	21,316
1979-80	19,801
1978-79	18,500
1977-78	17,831
1976-77	17,150
1975-76	16,300
1974-75	14,700
1973-74	13,371
1972-73	12,380
1971-72	11,830
1970-71	10,621

TABLE 35A

MEDIAN SALARY OF PUBLIC SCHOOL CLASSROOM TEACHERS BY DEGREE STATUS AND EXPERIENCE

NEW YORK STATE

1977-78 TO 1987-88

Degree Status/Total School Experience	Actual Dollars			Percent Change		
	1977-78	1982-83	1987-88	1977-82	1982-87	1977-87
Bachelors Degree						
1 Year	$9,800	$12,571	$21,181	28%	68%	116%
10 Years	14,802	18,089	24,280	22	34	64
16-20 Years	17,400	23,165	30,521	33	32	75
BS +30 or Masters						
1 Year	$11,390	$13,776	$21,955	21%	59%	93%
10 Years	17,350	20,440	28,000	18	37	61
16-20 Years	20,000	26,105	34,845	31	33	74

Degree Status/Total Educational Experience	1977 Dollars			Percent Change		
	1977-78	1982-83	1987-88	1977-82	1982-87	1977-87
Bachelors Degree						
1 Year	$9,800	$8,462	$11,736	- 14%	39%	20%
10 Years	14,802	12,176	13,454	- 18	11	- 9
16-20 Years	17,400	15,592	16,912	- 10	8	- 3
BS +30 or Masters						
1 Year	$11,390	$9,273	$12,165	- 19%	31%	7%
10 Years	17,350	13,758	15,515	- 21	13	- 11
16-20 Years	20,000	17,571	19,308	- 12	10	- 3

TABLE 35B

MEDIAN SALARY OF PUBLIC SCHOOL TEACHERS WITH TEN YEARS EXPERIENCE BY GEOGRAPHIC AREA AND DEGREE STATUS

NEW YORK STATE

1987-88

Geographic Area	Bachelor's Degree 10 Years Experience	BS + 30 or Master's 10 Years Experience	MS + 30 or Doctorate 10 Years Experience
New York City	$24,828	$34,691	$37,756
Nassau-Suffolk	27,565	32,681	36,323
Mid-Hudson	26,002	29,688	37,509
Upper-Hudson	23,000	24,751	25,966
Lake Champlain-Lake George	22,020	23,888	25,059
Black River-St. Lawrence	23,796	24,976	24,104
Upper Mohawk Valley	20,871	23,811	22,799
Central	22,956	24,303	25,271
Southern Tier-East	20,616	22,080	23,183
Southern Tier-Central	20,265	22,131	23,603
Southern Tier-West	21,500	23,144	26,000
Genesee-Finger Lakes	22,953	25,854	27,289
Western	24,000	26,316	28,431
Total State	$24,280	$28,000	$37,756

NOTE: BS + 30 denotes bachelor's degree plus 30 or more graduate hours. MS + 30 denotes master's degree plus an additional 30 or more graduate hours.

TABLE 36

PUBLIC SCHOOL TEACHER TURNOVER RATE BY SUBJECT AND GENDER

NEW YORK STATE

FALL 1986 TO FALL 1987

Subject	Male	Female	Total
K-6	7%	11%	11%
English	6	10	9
Social Studies	6	12	8
Mathematics	5	10	7
Science	6	14	9
Foreign Language	11	15	14
Occupational Education	6	10	8
Special Education	11	16	15
Other	8	13	11
Total	7%	12%	11%

Turnover Rate = Number of Classroom Teachers teaching in 1986-87, but not teaching in 1987-88 divided by the total number of Classroom Teachers in 1986-87.

TABLE 37

TEACHER AND ADMINISTRATOR CERTIFICATES ISSUED BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1987

<table>
<tr><th rowspan="2">Certification Area</th><th rowspan="2">Number Issued</th><th colspan="4">Racial/Ethnic Group</th><th colspan="2">Gender</th></tr>
<tr><th>Black (Not Hispanic)</th><th>Hispanic</th><th>Other Minority</th><th>White (Not Hispanic)</th><th>Male</th><th>Female</th></tr>
<tr><td>School District Administrator</td><td>1,327</td><td colspan="4" rowspan="22">RACIAL/ETHNIC DATA MAY BE AVAILABLE BEGINNING IN 1989</td><td>44%</td><td>56%</td></tr>
<tr><td>School Administrator & Supervisor</td><td>2,617</td><td>42</td><td>58</td></tr>
<tr><td>Elementary (N-6)</td><td>10,186</td><td>8%</td><td>92%</td></tr>
<tr><td>English (7-12)</td><td>1,525</td><td>26</td><td>74</td></tr>
<tr><td>Social Studies (7-12)</td><td>1,410</td><td>52</td><td>48</td></tr>
<tr><td>Mathematics (7-12)</td><td>1,329</td><td>37%</td><td>63%</td></tr>
<tr><td>Foreign Languages (7-12)</td><td>1,228</td><td>16</td><td>84</td></tr>
<tr><td>Sciences (7-12)</td><td>2,266</td><td>47</td><td>53</td></tr>
<tr><td>Art</td><td>758</td><td>18%</td><td>82%</td></tr>
<tr><td>Business</td><td>422</td><td>27</td><td>73</td></tr>
<tr><td>Industrial Arts</td><td>253</td><td>94</td><td>6</td></tr>
<tr><td>Home Economics</td><td>222</td><td>2%</td><td>98%</td></tr>
<tr><td>Music</td><td>1,024</td><td>39</td><td>61</td></tr>
<tr><td>Physical Education</td><td>1,060</td><td>48</td><td>52</td></tr>
<tr><td>Health</td><td>315</td><td>28%</td><td>72%</td></tr>
<tr><td>Vocational</td><td>588</td><td>57</td><td>43</td></tr>
<tr><td>Special Education</td><td>5,490</td><td>10</td><td>90</td></tr>
<tr><td>School Attendance Teacher</td><td>66</td><td>47%</td><td>53%</td></tr>
<tr><td>School Counselor</td><td>993</td><td>25</td><td>75</td></tr>
<tr><td>School Psychologist</td><td>542</td><td>28</td><td>72</td></tr>
<tr><td>School Social Worker</td><td>455</td><td>24</td><td>76</td></tr>
</table>

TABLE 38

RACIAL/ETHNIC AND GENDER DISTRIBUTION OF PUBLIC SCHOOL CLASSROOM TEACHER NEW HIRES

NEW YORK STATE

FALL 1986

Location	Racial/Ethnic Group				Gender	
	Black	Hispanic	Other Minority*	White	Male	Female
New York City						
Total Teachers	17.6%	8.1%	1.3%	73.0%	66.9%	33.1%
New Hires	25.1	13.3	1.9	59.7	30.1	69.9
State Excluding New York City						
Total Teachers	2.8%	0.6%	0.3%	96.3%	64.8%	35.2%
New Hires	3.4	1.4	0.3	94.9	19.3	80.7

*Includes American Indian, Alaskan Native, Asian and Pacific Islander.

SOURCES: New York State Education Department, Basic Educational Data System and U.S. Equal Employment Opportunity Commission.

TABLE 39

PUBLIC SCHOOL PUPIL/TEACHER RATIO, TEACHER TURNOVER RATE, AVERAGE SALARY, CERTIFICATION/LICENSURE STATUS AND EDUCATIONAL EXPERIENCE

NEW YORK STATE

1987-88

Category	New York City	Other "Big 5" Cities*	Rest of State	Total State
Pupil/Teacher Ratio	17.1	13.9	13.4	14.5
Teacher Turnover Rate (Fall '86 to Fall '87)	15%	11%	9%	11%
Average (Median) Classroom Teacher Salary	$37,756	$34,304	$32,875	$34,500
Classroom Teacher Certification/Licensure Status				
Permanent	67.5%	81.1%	86.0%	80.0%
Provisional	24.9	16.6	12.0	16.2
Not Certified/Licensed	7.6	2.3	2.0	3.7
Classroom Teacher Average (Median) Years of Experience	14	16	16	16

*Buffalo, Rochester, Syracuse and Yonkers.

PUBLIC SCHOOL FINANCE

Financing public education in New York State, like the governance of schools, is a responsibility shared by the State and local communities. Between 1982-83 and 1986-87, substantial State aid increases totaling over $2.0 billion were enacted.

Preliminary data on 1986-87 total revenues and expenditures (the latest year for which the Annual Financial Report of school districts is available) indicate that $15.5 billion were expended to support public elementary and secondary education in New York State. Of the funds available, the State provided $6.66 billion, or 43.1 percent of total expenditures. State aid increases in recent years have been dramatic in both current and constant dollars. Between 1982-83 and 1986-87, State aid increased by 43.5 percent in current dollars and 26.6 percent in constant dollars. Conversely, in the previous five-year period (1977-78 to 1981-82) although State aid to local school districts increased by 35.6 percent in current dollars, a 9.5 percent loss in constant dollars occurred.

Changes in the State share of elementary and secondary education expenditures have paralleled the increases in actual dollars. In 1986-87 the State share was 43.1 percent, compared to 40.2 percent in 1982-83 and 37.6 percent in 1977-78.

In 1986-87, local districts contributed over $8.2 billion to support educational expenditures through tax levies and other revenue sources.[1] This local revenue contribution represents a dollar increase of $1.77 billion over 1982-83 and $3.45 billion over 1977-78. While the actual local dollars expended for education have increased, the local share of total expenditures has decreased by 4.3 percentage points, from 57.8 percent in 1977-78 to 53.3 percent in 1986-87.

State and local revenues comprised over 96 percent of total revenues in 1986-87. The balance of the total revenues for elementary and secondary education comes from Federal sources. Traditionally, Federal aid has been allocated to school districts to supplement local budgets and to support specific purposes. Generally, these funds have been expended to promote educational equity for historically underserved populations such as handicapped children and pupils from high poverty areas, to advance a national purpose (such as international economic competitiveness or national defense), and to support projects such as research which a single district or educational agency cannot afford to undertake. In recent years, the Federal government has decreased its fiscal commitment to elementary and secondary education in New York. In 1986-87, the Federal contribution to New York State schools was approximately $527.7 million, or 3.4 percent of total expenditures. This amount represents a decrease of $57.1 million from 1985-86, when the Federal contribution was $584.4 million, or 4.0 percent of total expenditures. **(Table 40)**

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[1] The amount in Table 40 is that amount of local revenues needed to finance expenditures. The amount of local revenues actually raised statewide would be greater than those in the table.

Recent legislated increases in State aid have been enacted at a time when many school districts have continued to experience a decline in enrollments. The net result of these two trends has been a significant increase in available State aid per enrolled pupil. During the period 1972-73 to 1986-87, the annual average State aid per enrolled pupil has been increasing. The yearly increases, with one exception, have been in double digit percentages since 1978-79. The 1986-87 State aid per enrolled pupil was $2,573. Without adjusting for inflation, this represents a 11.7 percent increase over the prior year, a 49.9 percent increase since 1982-83, and a 268.6 percent increase since 1972-73.

Total expenditures[2] also increased between 1982-83 and 1986-87 but at a rate slower than State aid increases. The 1986-87 average total expenditure per enrolled pupil was $5,971, an increase of 7.6 percent over the prior year. **(Table 41)**

The ways in which districts expend their budgets during 1986-87 were generally comparable across types of districts. The largest category of expenditure was for regular day school instruction, with at least half of all funds being spent for this purpose. Central administrative costs accounted for a small percentage of expenditures averaging less than 3.0 percent in all types of districts. The percentage of general fund expenditures spent for these two categories has remained stable since 1970-71. Regular day school instruction accounted for 58.9 percent of expenditures statewide in 1970-71 and 57.5 percent in 1986-87. The percentage of expenditures for central administration statewide actually decreased, but only by 0.2 percentage points during the same period, from 2.7 percent in 1970-71 to 2.5 percent in 1986-87. The percentages of general funds devoted to transportation, operation and maintenance, and other expenditures have also remained stable since 1970-71.

Total expenditures for 1986-87, when calculated on a per enrolled pupil basis, did vary. On a per pupil basis, districts outside the Big 5 cities spent the most ($6,276) and New York City the least ($5,585). The discrepancy in per pupil expenditures ($691) is made even greater when the generally higher costs of school operations in New York City is taken into account. The relatively higher pupil-staff ratios in New York City are a reflection of the lower spending per pupil especially when reviewed in conjunction with New York City's higher teacher salaries. **(Table 42)**

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[2] Includes General and Special Aid Funds.

Given the recent significant increases in State aid to the public schools and the enormous commitment of resources to elementary and secondary education each year, it has become increasingly important for districts to be able to demonstrate the return on this public investment.

Numerous research studies have indicated that socioeconomic factors and student performance outcomes are related. Recognizing the growing importance of out-of-school factors to student educational performance, the Department is currently developing aid formulas designed to address the heightened educational risk which is associated with these factors and concentrated in certain school districts.

TABLE 40

TOTAL EXPENDITURES AND REVENUES, ELEMENTARY AND SECONDARY EDUCATION

NEW YORK STATE

1972-73 TO 1986-87

(In Thousands)

School Year	Total General & Special Aid Fund Expenditures	State Aid Payments Reported		Federal Aid		Local Tax + Other Revenues [a/]	
		Amount	Percent of Total Expenditures	Amount	Percent of Total Expenditures	Amount	Percent of Total Expenditures
1986-87 [b/]	$15,461,097	$6,663,843	43.1%	$527,711	3.4%	$8,269,543	53.5%
1985-86	14,456,668	6,001,342	41.5	584,833	4.0	7,870,493	54.5
1984-85	13,244,994	5,483,139	41.4	443,279	3.3	7,318,576	55.3
1983-84	12,414,761	4,876,658	39.3	447,904	3.6	7,090,199	57.1
1982-83	11,549,609	4,644,808	40.2	404,383	3.5	6,500,415	56.3
1981-82	10,879,138	4,272,493	39.3	426,551	3.9	6,180,094	56.8
1980-81	9,969,092	3,957,793	39.7	473,175	4.8	5,538,124	55.5
1979-80	9,239,986	3,595,147	38.9	503,492	5.4	5,141,347	55.7
1978-79	8,687,679	3,367,330	38.8	420,212	4.9	4,900,137	56.3
1977-78	8,353,195	3,142,598	37.6	387,813	4.6	4,822,784	57.8
1976-77	7,901,601	3,094,494	39.2	339,055	4.3	4,468,052	56.5
1975-76	7,624,134	3,069,968	40.3	335,571	4.4	4,218,595	55.3
1974-75	7,392,526	2,922,894	39.5	375,773	5.1	4,093,859	55.4
1973-74	6,675,067	2,551,037	38.2	275,728	4.1	3,848,302	57.7
1972-73	5,969,276	2,439,707	40.9	292,717	4.9	3,236,852	54.2

[a/] Includes all Local Property and Nonproperty Tax plus balances carried forward from previous years as well as miscellaneous revenues in current year. This is a balancing amount since the table assumes all other revenues were expended in the year received.

[b/] Preliminary (as of 9/88).

TABLE 41

STATE AID PAYMENTS PER ENROLLED PUPIL AND TOTAL GENERAL AND SPECIAL AID FUND EXPENDITURES PER ENROLLED PUPIL PUBLIC ELEMENTARY AND SECONDARY SCHOOLS

NEW YORK STATE

1972-73 TO 1986-87

School Year	State Aid Per Enrolled Pupil	Percent Increase in State Aid Per Enrolled Pupil Over Prior Year	Total General and Special Aid Fund Expenditures Per Enrolled Pupil	Percent Increase in TGFE Per Enrolled Pupil Over Prior Year
1986-87	$2,573	11.7%	$5,971	7.6%
1985-86	2,303	10.5	5,549	10.2
1984-85	2,084	13.7	5,034	7.9
1983-84	1,832	6.8	4,665	9.3
1982-83	1,717	11.2	4,269	8.5
1981-82	1,544	11.5	3,933	12.7
1980-81	1,385	14.0	3,490	11.8
1979-80	1,215	11.3	3,122	10.8
1978-79	1,092	11.5	2,817	8.3
1977-78	979	5.3	2,601	9.6
1976-77	930	3.2	2,374	6.5
1975-76	901	5.6	2,230	3.3
1974-75	853	15.4	2,158	11.6
1973-74	739	5.9	1,933	13.2
1972-73	698	--	1,708	--

NOTE: Includes BOCES students and half-day kindergarten pupils are counted as one pupil.

TABLE 42

PUBLIC SCHOOL EXPENDITURES PER ENROLLED PUPIL AND PERCENT OF EXPENDITURES BY FUNCTION

NEW YORK STATE

1970-71 TO 1986-87

Type Of District	Total Expenditure Per Enrolled Pupil	Percent of General Fund Expenditures for:				
		Central Administration	Regular Day School Instruction	Transportation	Operation and Maintenance	Other*
New York City						
1970-71	$1,573	3.1%	59.9%	5.2%	6.6%	25.2%
1980-81	3,495	1.9	52.6	6.7	8.7	30.0
1985-86	5,324	2.4	57.9	5.8	7.6	26.4
1986-87	5,585	2.3	60.8	5.8	7.3	23.8
Other "Big 5" Cities**						
1970-71	$1,418	1.6%	58.2%	3.1%	10.4%	26.8%
1980-81	3,756	1.8	51.8	5.6	11.3	29.5
1985-86	5,640	2.4	53.3	5.7	9.0	29.6
1986-87	6,210	2.7	54.1	6.3	8.5	28.3
Rest of State						
1970-71	$1,477	2.5%	58.1%	4.5%	8.5%	26.4%
1980-81	3,504	2.4	54.9	5.6	9.9	27.1
1985-86	5,754	2.6	55.1	5.3	8.9	28.1
1986-87	6,276	2.6	56.1	5.5	8.5	27.3
Total State						
1970-71	$1,505	2.7%	58.7%	4.7%	8.0%	26.0%
1980-81	3,512	2.2	54.1	6.0	9.6	28.1
1985-86	5,594	2.5	56.0	5.5	8.5	27.6
1986-87	6,022	2.5	57.5	5.6	8.1	26.2

*Includes Board of Education, Instruction-Special Schools, Community Services, Undistributed Expenditures (including Employee Benefits), Debt Service, Interfund Transfers and Non-Budgetary Expenditures (1970-71 only).

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CONCLUSION

The contents of this report reveal a bimodal public school system -- one part largely suburban, white, affluent, and successful; and one part largely urban, of color, poor, and failing. The adverse consequences of this split for the State's social, political, and economic health now and in the future cannot be overstated. Every citizen of this State -- and, indeed, of this nation of which we are such a large and pivotal part -- should take arms against this sea of troubles. For it is in no one's interest that the school dropout rate rise, that young teens make babies, that the prisons fill to crowding, that welfare dependency continues into adulthood, that hundreds of thousands live lives estranged from the established social order. Such conditions must be changed out of human compassion and economic self-interest.

What is clear is that these conditions must be changed. And they can be changed. It is true that the educational distress in our State is deeply rooted in social and economic circumstance, and will not yield to quick fixes. It is true that substantial improvement may require sustained and strenuous effort throughout at least The Decade of the Child. But substantial improvement is possible if the State, school districts, and the other significant institutions of our society collaborate in such effort. All children can learn. All schools can succeed.

For its part, during the past two years the State Education Department has shifted resources to the cities (especially New York City); created prototype "Community Schools" which integrate an enriched educational program with a wide range of social, health, counseling, and family services; engaged in intensive affirmative action hiring efforts; and conducted significant "effective schools" training sessions throughout the State.

We are continuing to develop systems to target resources more directly to pupils most in need, and to make certain that these resources are used effectively. We are devising new standards and procedures for monitoring and providing help to schools in need of assistance. We are creating new pre-school/child-care programs in collaboration with parents, public schools, social service agencies, and community-based organizations. We are working on reforms to make teaching a more attractive career to larger numbers of able people, and on ways to attract larger numbers of minority people to teaching. We are adopting measures to provide more fully in our schools for the ethnic and cultural diversity of our population. And, finally, we are finding ways to increase the responsibility and accountability felt and exercised by teachers and administrators at all levels of the system. Each of these initiatives (and others not reported here) is an important part of the comprehensive and long-range plan we have initiated for educating our children and youth more effectively.

But these efforts will avail only if we all work together to transform the quality of school and schooling for many of our young. The Board of Regents and the State Education Department are committed to this goal. We look forward to fruitful collaboration with concerned groups and individuals throughout the State of New York.

DATA NOTES

In August 1987, the New York State Legislature enacted an amendment to Section 215-a of the Education Law which requires the Board of Regents to submit an annual report on the educational status of the State's schools. The Chapter 655 amendment is specific in the types of information that should be reported and includes a strong focus on data related to student performance. Chapter 655 further empowers the Regents, through the State Education Department, to "require school districts, Boards of Cooperative Educational Services, and nonpublic schools to provide such information as is necessary to prepare the report." An extremely important element of this law, one consistent with the Department's dual commitment to educational excellence and equity, is the requested display of data on both a statewide and individual district basis by racial/ethnic group and gender "to the extent practicable."

Because of the short time between the passage of the Chapter 655 amendment and the point at which the Department needed to design the first report, it was necessary for the Department to rely on current reporting systems to supply the majority of data. Special sampling studies to supplement these data were conducted where warranted and feasible. The major reporting systems relied upon for this first report were the Basic Educational Data System (BEDS) and the Higher Education Data System (HEDS). BEDS annually collects much data from schools covering topics such as: the size and demographic characteristics of student enrollments, teacher profiles, student support services, school facilities and school resources. HEDS annually collects data from postsecondary institutions, including data on student enrollments, faculty profiles and expenditures.

Currently, the Department routinely collects two categories of data about schools and students. The first is student-specific information. The second is student-aggregated data which is reported to the Department at the school building or school district level.

The Department collects individual-specific data through a variety of student data collection forms. The Regents High School Equivalency Examination form, the System to Account for Children (STAC) forms (prepared for students with handicapping conditions), and the Regents Scholarship applications all exemplify the routine capture of student-specific data. In the instance of the STAC system and the core biographical component of the pilot Student Information System (SIS), these student-specific data collection forms are also tied to unique case registration numbers, permitting the implementation of true tracking systems.

A wide variety of critical data, especially outcome, dropout, and attendance data, is captured on an individual-by-individual basis at the local level, but is submitted on a building basis to the Department. The Pupil Evaluation Program tests, the Regents Competency tests and Regents examinations are all examples of routinely submitted, locally aggregated performance data. They do not provide breakdowns by either gender or race/ethnicity at either the school building or district level. Similarly, the dropout and attendance rate data now submitted to the Department are in an aggregated form, without the gender or race/ethnicity breakdowns.

With the exception of the student-specific information that is now retrieved, the Department's capacity to display gender- and race/ethnicity-specific outcome information is limited. For example, the current test data profiles retrieved from each school building do not permit the direct determination of how Blacks, Hispanics or white students attending these buildings have performed. Hence, poor overall building performance may in fact mask differences in the performance of specific race/ethnic subgroups. Even more important, acceptable building level performance may also mask subgroup differences, particularly in buildings in which a particular racial/ethnic subgroup constitutes a relatively small percentage of the total student enrollment.

The need for racial/ethnic and gender breakdowns of performance data is widely accepted. In response to the need for these data, the Department has periodically conducted specialized sampling studies in order to display testing outcomes by race/ethnicity and gender. These sampling approaches, however, are designed to be statistically representative of the entire State, not individual school districts or buildings. Sample sizes large enough to be statistically representative of school districts (much less individual buildings) would be prohibitively large. Hence, even with the application of sampling techniques, the direct display of race/ethnicity and gender specific outcome data which are statistically reliable at the individual district or building level is not practical on a sampling basis.

A second strategy used by the Department in order to relate race/ethnicity data and outcome data in a proximate fashion is based on the current availability of detailed information about the racial/ethnic composition of school building enrollments. The availability of these data permits the Department to display building level performance outcomes by the percentage of the building enrollment which is minority. These aggregated data permit the Department to examine overall test results in buildings, for example, which have a specific minority percentage of the overall building enrollment. This capacity should not be underrated since it addresses many, but not all, questions relevant to State policy. As noted already, these data do not reveal whether the overall building performance masks extreme test score differences between particular subgroups.

The Department is also a major participant in (and has received the necessary legislative support for supplementing) the National Education Longitudinal Survey being conducted in New York State by the National Opinion Research Corporation. These data will be collected from a defined cohort of students who will be tracked over time and from whom extensive data on cognitive testing, aspirations, family and parent involvement, and school environment will be collected. Sample size will be sufficient to ensure accurate generalizations to students of different racial/ethnic and socioeconomic backgrounds, thus providing a wealth of data relevant to policy making. Because of the special augmentation of the original sample, New York State data will validly support not only analyses for special subgroups, but for New York City as well.

In summary, the Department does possess the capacity to respond to a variety of policy questions involving students of different racial/ethnic backgrounds and gender, especially at the statewide level. The capacity to display specific outcome information for different student groups, however, is limited and is currently addressed primarily through specialized sampling studies.

The Department is currently reviewing its data collection procedures in order to identify modifications which will enhance the capacity to display racial/ethnic and gender specific outcome and attendance data. It is anticipated that most of the modifications in collection procedures will occur in the redesign of forms which are currently completed by individual student test takers or school district staff. The Department will continue to promote computer transmission of data from districts and BOCES. As part of this review, the Department will be evaluating each proposed modification in terms of data burdens on local school staff and the protection of the privacy of individually identifiable data. Strategies for presenting data which will allow the Department to further refine the geographic breakdowns beyond the three regions used in the initial report are being studied. Of particular interest is the need to disaggregate the category "Rest of State" in order to present an accurate profile of rural schools.

Since charged, under law, with responsibility for the educational welfare and performance of all New York's students, the Regents and the Department are committed to enhancing the collection of racial/ethnic and gender specific data in all current data systems based on individual students, particularly those data systems involving participation and performance data. The efforts to fulfill this commitment will be reflected in future editions of this annual report.